

*City of*  
*El Cajon*

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*Housing Element*

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**CITY OF EL CAJON**

**HOUSING ELEMENT**

Adopted

October 20, 1992

Prepared by:

Cotton/Beland/Associates, Inc.  
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CITY OF EL PASO

HOUSING ELEMENT

Adopted

October 20, 1981

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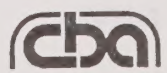
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# 2008-2009 ANNUAL REPORT

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## Background Information





Background Information

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10/10/10

# CITY OF EL CAJON HOUSING ELEMENT UPDATE

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*Introduction*

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## **I. INTRODUCTION**

The City of El Cajon is located at the eastern limit of the incorporated urbanized areas of the County. The City of Santee is located to the north, the City of San Diego to the west and the City of La Mesa to the southwest. The unincorporated areas of San Diego County are located to the east and south (see Figure 1).

The Spanish term "el cajon," meaning "the box," describes the broad, level valley fifteen miles inland from the coast. El Cajon was the first incorporated city in the valley (1912), and is now the fifth largest in the county with a 1990 population just under 90,000. The City limits encompass the greater portion of the valley floor, which historically used to serve as an agricultural and livestock grazing region.

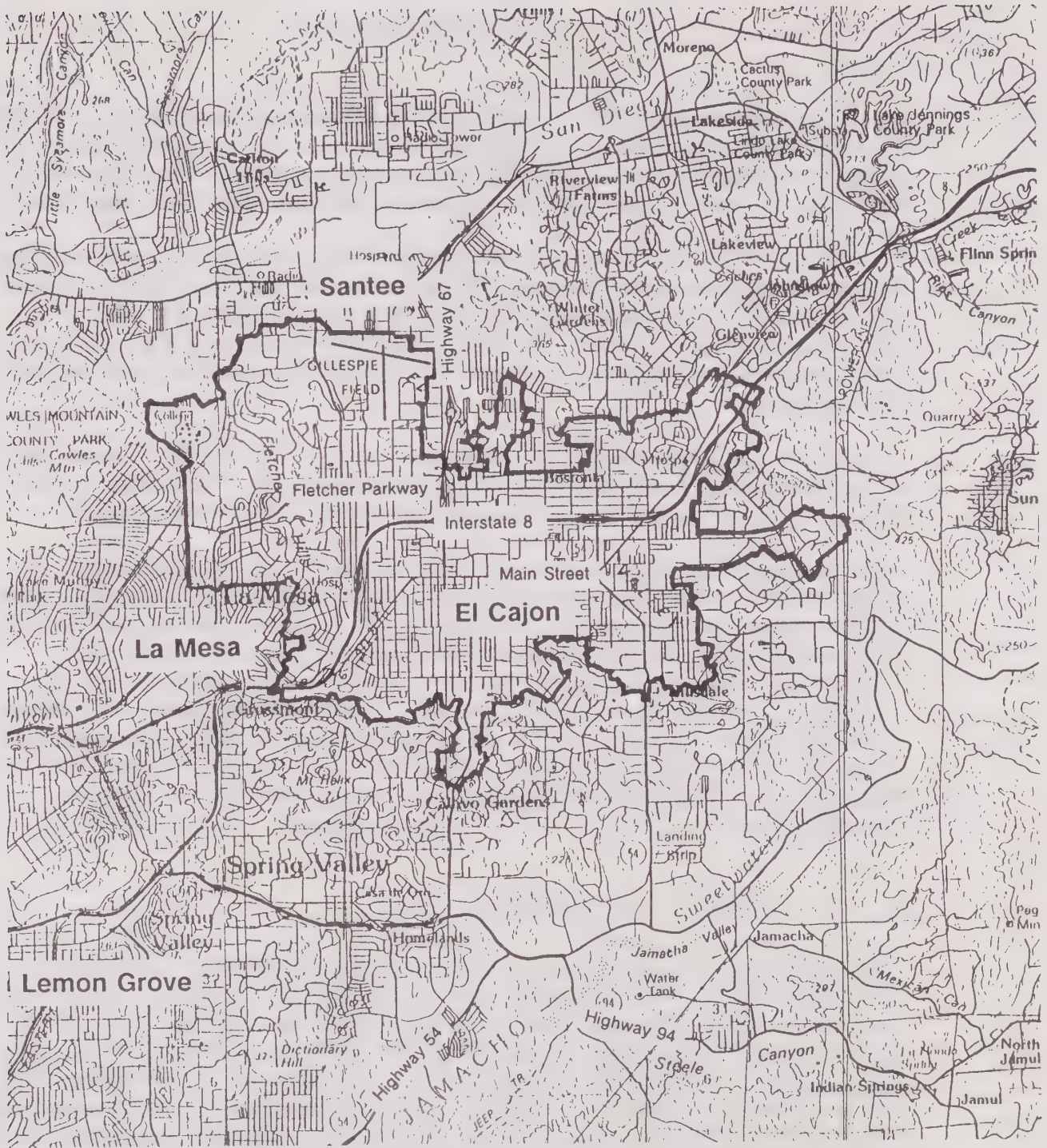
The community originated in the 1870s around the old Knox Hotel, which served as a stagecoach stop at the corner of Main and Magnolia. The corner used to serve as the market center of the valley prior to the city's incorporation.

This Housing Element is intended to guide residential development and preservation in a way that coincides with the overall economic and social values of the community. The residential character of a city is largely dependent on the type and quality of its dwelling units, their location, and such factors as maintenance and neighborhood amenities. The Housing Element is the City's response to a growing awareness of the need to provide housing for all economic segments of the community, and to the legal requirements that housing policy be made part of the planning process. As such, the Element establishes policies that will guide City officials in daily decision making and recommends an action program to enable the City to realize its housing goals.

### **A. STATE POLICY AND AUTHORIZATION**

The California State Legislature has identified the attainment of a decent home and suitable living environment for every Californian as the State's major housing goal. Recognizing the important role of local planning programs in the pursuit of this goal, the Legislature has mandated that all cities and counties prepare a housing element as part of their comprehensive General Plans. Section 65302 (c) of the Government Code sets forth the specific components to be contained in a community's housing element. Table 1 summarizes these State requirements and identifies the applicable sections in the El Cajon Housing Element where these requirements are addressed.

State law requires Housing Elements to be updated at least every five years to reflect a community's changing housing needs. El Cajon's Housing Element was last updated in 1991 and is currently being updated in compliance with recommendations of the State's Department of Housing and Community Development (HCD).



↑ North

0 1.6  
scale in miles

Figure 1  
Regional Location Map



**TABLE 1**  
**STATE HOUSING ELEMENT REQUIREMENTS**

REQUIRED HOUSING ELEMENT COMPONENT	REFERENCE
<p><b>A. <u>Housing Needs Assessment</u></b></p> <ol style="list-style-type: none"> <li>1. Analysis of population trends in El Cajon in relation to regional trends.</li> <li>2. Analysis of employment trends in El Cajon in relation to regional trends.</li> <li>3. Projection and quantification of El Cajon's existing and projected housing needs for all income groups.</li> <li>4. Analysis and documentation of El Cajon's housing characteristics including the following:               <ol style="list-style-type: none"> <li>a. level of housing cost compared to ability to pay;</li> <li>b. overcrowding;</li> <li>c. housing stock condition.</li> </ol> </li> <li>5. An inventory of land suitable for residential development, including vacant sites, land having redevelopment potential, and an analysis of the relationship of zoning, public facilities and services to these sites.</li> <li>6. Analysis of existing and potential governmental constraints upon the maintenance, improvement, or development of housing for all income levels.</li> <li>7. Analysis of existing and potential nongovernmental and market constraints upon maintenance, improvement, or development of housing for all income levels.</li> <li>8. Analysis of special housing need: handicapped, elderly, large families, female-headed households, farmworkers.</li> </ol>	<p>Chapter II, Section A</p> <p>Chapter II, Section C</p> <p>Chapter IV, Section C</p> <p>Chapter II, Section B</p> <p>Chapter II, Section B</p> <p>Chapter II, Section D</p> <p>Chapter V, Section A</p> <p>Chapter IV, Section B</p> <p>Chapter IV, Sections A, C</p> <p>Chapter II, Section B</p>

**TABLE 1**  
**STATE HOUSING ELEMENT REQUIREMENTS**  
 (continued)

REQUIRED HOUSING ELEMENT COMPONENT	REFERENCE
9. Analysis concerning the needs of homeless individuals and families in El Cajon.	Chapter II, Section B
10. Analysis of opportunities for energy conservation with respect to residential development.	Chapter V, Section B
<b>B. <u>Goals and Policies</u></b>	
1. Identification of El Cajon's goals and policies relative to maintenance, improvement, and development of housing.	Chapter VI, Section A
<b>C. <u>Implementation Program</u></b>	
An implementation program should do the following:	
1. Identify adequate sites which will be made available through appropriate action with required public services and facilities for a variety of housing types for all income levels.	Chapter VI, Section E
2. Program to assist in the development of adequate housing to meet the needs of low-and moderate-income households.	Chapter VI, Section E
3. Identify and, when appropriate and possible, remove governmental constraints to the maintenance, improvement, and development of housing in El Cajon.	Chapter VI, Section E
4. Conserve and improve the condition of the existing and affordable housing stock in El Cajon.	Chapter VI, Section E
5. Promote housing opportunities.	Chapter VI, Section E
6. Preserve lower income households assisted housing developments.	Chapter VI, Section E



## **B. ORGANIZATION OF THE HOUSING ELEMENT**

The City of El Cajon Housing Element is comprised of the following major components:

1. An analysis of the City's population, household and employment base, and the characteristics of the City's housing stock (Chapter II).
2. A summary of the present and projected housing needs of the City's households (Chapter III).
3. A review of potential constraints to meeting the City's identified housing needs (Chapter IV).
4. An evaluation of opportunities that will further the development of new housing (Chapter V).
5. A statement of the Housing Plan to address El Cajon's identified housing needs, including housing goals, policies and programs (Chapter VI).

## **C. RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS**

The City of El Cajon General Plan underwent a comprehensive update in 1990, and is comprised of the following nine elements: 1) Annexation; 2) Circulation; 3) Conservation; 4) Historic Preservation; 5) Housing; 6) Land Use; 7) Noise; 8) Open Space; and 9) Safety. The Housing Element is again being updated at this time in conformance with the 1991-1996 update cycle for jurisdictions in the SANDAG region. The Housing Element builds upon the other General Plan elements and is entirely consistent with the policies and proposals set forth by the Plan. As portions of the General Plan are amended in the future, the Plan (including the Housing Element) will be reviewed to ensure that internal consistency is maintained.

## **D. PUBLIC PARTICIPATION**

Section 65583 (c)(6)(B) (as amended January 1, 1992) of the Government Code states that "The local government shall make diligent effort to achieve public participation of all economic segments of the community in the development of the housing element, and the program shall describe this effort."

Notification of the hearings is published in the local newspaper, and is posted at City Hall, the library, and the City's Senior Center. The public was provided numerous opportunities to review and comment on the El Cajon Housing Element. Copies of the draft Element were provided for review at the local library, and in the lobby at City Hall. At public hearings before the Planning

Commission and City Council, the interested public were invited to give comments on the Element. Public hearings are also held annually on the City's participation in the Community Development Block Grant Program.

The City will continue to support and cooperate with the Heartland Human Relations Association and the San Diego County Housing Authority in promoting equal housing opportunity for all economic segments of the community.

## **E. SOURCES OF INFORMATION**

The analysis of population characteristics and existing housing stock for the Housing Element is based primarily on the sources listed below:

1. U.S. Department of Commerce, Bureau of Census, 1980 and 1990 Census reports.
2. El Cajon Very Low/Low Income Housing Study - SANDAG, December 1988.
3. El Cajon Mobile Home Survey - SANDAG, December 1989.
4. Regional Housing Needs Statement, San Diego Region - SANDAG, July 1990.
5. The El Cajon General Plan 2000, Housing Element, January 1991.
6. The Draft City of El Cajon Comprehensive Housing Affordability Strategy ("CHAS"), October, 1991.
7. City of El Cajon's Low and Moderate Income Housing Needs Report - Rosenow Spevacek Group, Inc., January 1992.

## **II. BACKGROUND INFORMATION**

A successful strategy for improving housing conditions must be preceded by an assessment of the housing needs of the community and region. This section of the Housing Element discusses the major components of housing need including the trends in El Cajon's population, households, and employment base and the type of housing available. Since these changes have not occurred in a vacuum, the regional context is also presented.

The analysis which follows is broken down into four major subsections. Section A, "Population Characteristics," analyzes the City of El Cajon in terms of individual persons and attempts to identify population trends that may affect future housing needs. Section B, "Household Characteristics," analyzes El Cajon in terms of households, or living groups, to see how past and expected household changes will affect housing needs. Section C, "Employment," analyzes El Cajon residents in terms of occupation and employment sources as this directly affects the need for and location of housing. Section D, "Housing Stock," analyzes the housing units in El Cajon in terms of availability, affordability, and condition. This assessment of El Cajon's housing needs will serve as the basis for identifying appropriate policies and programs in this Element to address housing needs.

### **A. POPULATION CHARACTERISTICS**

The population of El Cajon is documented by the 1990 Census to be 88,693 persons, ranking it fifth largest in San Diego County behind the cities of San Diego, Chula Vista, Oceanside and Escondido. The cause of growth in El Cajon is due primarily to the in-migration of residents into San Diego County. While the rate of growth in El Cajon has generally been comparable to that which has occurred County-wide, as El Cajon has become more built-out, growth rates have fallen below those in the region (see Table 2). Unlike other more rapidly growing portions of the county, El Cajon has very little vacant land remaining for new development, resulting in a 1980-1990 population growth rate of 20 percent, well below the 34 percent growth rate of the region.

#### **Age Characteristics**

The age structure of a population is an important factor in evaluating housing needs and projecting the direction of future housing development. Table 3 illustrates the age distribution of El Cajon residents in 1980 and 1990. In 1980, the median age of El Cajon residents was 29.7, below the 30.6 Countywide median age. In 1980, about 43 percent of the City's population was under 29 years of age, indicating a relatively young population. Elderly persons (age 65+) represented approximately 10 percent of the 1980 population.

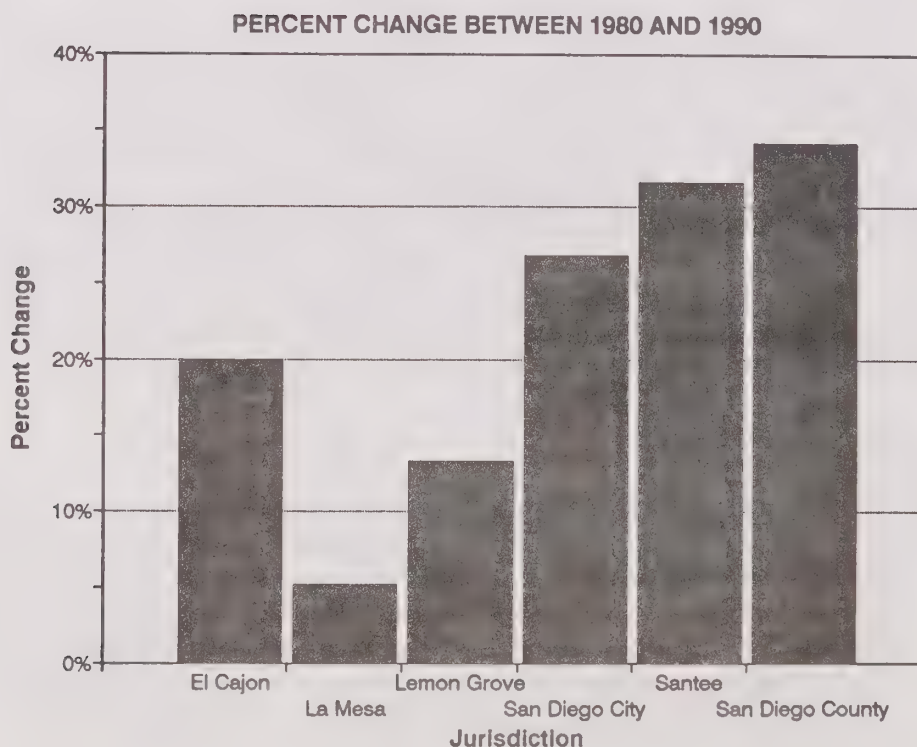


**TABLE 2**  
**POPULATION TRENDS: EL CAJON AND**  
**SURROUNDING AREAS**  
**1980 & 1990**

JURISDICTION	1980	1990	PERCENT INCREASE
El Cajon	73,892	88,693	20.0
La Mesa	50,308	52,931	5.2
Lemon Grove	20,780	23,984	13.3
City of San Diego	857,538	1,110,549	26.8
Santee	40,182	52,902	31.6
San Diego County	1,861,846	2,498,016	34.2

Source: U.S. Department of Commerce, Bureau of the Census,  
1980 & 1990 Census Reports.

Note: Santee not incorporated until late 1980. 1980 population based on  
Census Designated Place (CDP).





Based on 1990 Census data, the median age in El Cajon increased slightly to 29.9 between 1980 and 1990. The primary factor contributing to the slight rise in median age has been the aging of young adults, evidenced by proportional increases in the 25-34 and 35-44 age cohorts. The elderly still comprise approximately the same percent of the City's population (10 percent).

**TABLE 3**  
**CITY OF EL CAJON**  
**AGE CHARACTERISTICS: 1980 & 1990**

AGE RANGE	1980		1990	
	NUMBER OF PERSONS	PERCENT OF POPULATION	NUMBER OF PERSONS	PERCENT OF POPULATION
0-4	5,795	7.8%	8,202	9.2%
5-9	4,935	6.6%	6,687	7.5%
10-14	4,975	6.7%	5,385	6.0%
15-19	6,876	9.3%	5,756	6.5%
20-24	9,343	12.6%	8,716	9.8%
25-34	12,778	17.2%	18,250	20.5%
35-44	7,853	10.6%	12,193	13.7%
45-54	6,925	9.3%	7,651	8.6%
55-64	6,458	8.7%	6,164	6.9%
65 +	7,954	10.7%	9,689	10.9%
Total	73,892		88,693	
Male	35,362	47.9%	43,156	48.7%
Female	38,530	52.1%	45,537	51.3%
Median Age	29.7		29.9	

Sources: U.S. Department of Commerce, Bureau of the Census, 1980 & 1990 Census Reports.

The increase in the 25-44 cohort groups is attributed to the aging of the "baby boom" generation. This group has traditionally been the major market for moderate to high cost apartments and condominiums or larger single family units due to their higher incomes and larger household size. The increases in the under nine cohort groups would tend to support this probable trend as it is assumed these are the children of the baby boomers. Young adults (20-34 year olds) and the elderly (65+) tend to favor apartments, low to moderate cost condominiums and smaller single family units.

### **Race/Ethnicity Characteristics**

The racial and ethnic make-up of a population affects housing needs based on the unique household characteristics of different groups, and household size in particular. As illustrated by its racial composition (refer to Table 4), El Cajon is a predominantly white community, with whites comprising 93.3 percent of the City's population in 1980 and 87.3 percent in 1990. Though increasing, other

racial representations individually still comprise a small portion of the City's population. In 1990, "Other" racial groups (5.9 percent), Blacks (2.9 percent) and Asians (2.8 percent) comprise the three predominant non-white racial groups in El Cajon.

In addition to the five primary racial groups, the Census has a separate question related to whether the householder is of Spanish/Hispanic origin. "Origin" is defined as the ancestry, nationality group, lineage, or country in which the person's ancestors were born before their arrival to the United States. Persons of Spanish Origin can be of any of the five racial categories. An estimated 13.9 percent of El Cajon's 1990 population is of Spanish/Hispanic origin, representing an increase from 1980 by over 6,000 residents or an increase of 110 percent. Spanish/Hispanic households often have larger household sizes, and frequently "double up" to save on housing costs.

**TABLE 4**  
**CITY OF EL CAJON**  
**ETHNIC COMPOSITION: 1980 & 1990**

RACE/ETHNICITY	1980		1990	
	NUMBER OF PERSONS	PERCENT OF POPULATION	NUMBER OF PERSONS	PERCENT OF POPULATION
White	68,992	93.3	77,483	87.3
Black	749	1.0	2,589	2.9
Indian	600	0.8	865	0.9
Asian/Pacific Islander	1,092	1.4	2,499	2.8
Other	2,459	3.3	5,257	5.9
Total	73,892		88,693	
Spanish/Hispanic Origin	5,862	7.9	12,387	13.9

Source: U.S. Department of Commerce, Bureau of Census, 1980 & 1990 Census Reports.

## **B. HOUSEHOLD CHARACTERISTICS**

Information on household characteristics is an important indicator of housing needs in a community. The Bureau of the Census defines a household as all persons who occupy a housing unit, which may include families related through marriage or blood, unrelated individuals living together, or individuals living alone. Persons living in retirement or convalescent homes, dormitories, or other group living situations are not considered as households.

As shown in Table 5, El Cajon had a total of 32,893 households in 1990, over two-thirds of which are families. This is approximately the same proportion of family households as in 1980. Single-person households represented the second largest household group in El Cajon, comprising approximately 23 percent of all households and reflecting the City's sizable elderly population. "Other" households reflect unrelated individuals living together and comprise over eight percent of the City's households. The relative portion of "other" households has increased slightly since 1980, reflective of growth in the City's multi-family housing stock which is often occupied by unrelated roommates.

**TABLE 5  
CITY OF EL CAJON  
HOUSEHOLD TYPE  
1980 & 1990**

HOUSEHOLD TYPE	1980		1990	
	NO. OF HOUSEHOLDS	PERCENT OF TOTAL	NO. OF HOUSEHOLDS	PERCENT OF TOTAL
Families	19,558	68.7%	22,605	68.7%
Singles	6,937	24.4%	7,540	22.9%
Other	1,954	6.9%	2,748	8.4%
Total	28,449	100.0%	32,893	100.0%

Source: U.S. Department of Commerce, Bureau of the Census, 1980 & 1990 Census Reports.

## Household Size

Household size is an important indicator identifying sources of population growth as well as overcrowding in individual housing units. A city's average household size will increase over time if there is a trend toward larger families. In communities where the population is aging, the average household size may actually decline.

Average household size in El Cajon was 2.24 persons per occupied housing unit in 1980. The 1990 Census indicates that household size has increased to 2.63 persons per household; owner-occupied households averaged only a slightly greater number of persons per unit (2.64) than did renter-occupied households (2.63). The increase in household size is partially reflective of the City's growing Latino population, who tend to have larger families and may be "doubling up" to save on housing costs. San Diego County average household size has increased at a similar rate to El Cajon.



**TABLE 6**  
**HOUSEHOLD SIZE: 1980 & 1990**

JURISDICTION	1980	1990
El Cajon	2.24	2.63
San Diego County	2.26	2.69

Source: U.S. Department of Commerce, Bureau of Census, 1980 & 1990  
Census Reports.

### **Overcrowding**

Overcrowding is another indicator of housing affordability. Unit overcrowding is caused by the combined effect of low incomes and high housing costs in a community, and reflects the inability of households to buy or rent housing which provides reasonable privacy for their residents. The Census defines overcrowded households as units with greater than 1.01 persons per room, excluding kitchens, bathrooms, hallways and porches.

According to the 1980 Census, the incidence of overcrowding was minimal in El Cajon, with 4 percent of households defined as overcrowded, compared with 5.5 percent County-wide. The 1990 Census indicates that the percentage of overcrowded households rose to 8.7 percent in the City of El Cajon and to 9.4 percent in the County. The percentage of "severely" overcrowded households (greater than 1.5 persons per room) was 3.8 percent in the City. Of El Cajon's total 2,880 overcrowded households in 1990, 403 (14%) were owner-occupied and 2,477 (86%) were renter-occupied.

The Housing Element provides programs to address unit overcrowding, including rehabilitation assistance for severely overcrowded households, and incentives to multi-family developers to encourage the development of units with three or more bedrooms.

### **Household Income**

An important factor with respect to housing affordability is household income. While upper income households have more discretionary income to spend on housing, low and moderate income households are more limited in the range of housing they can afford.

According to 1990 Census estimates, El Cajon's median household income in 1989 was \$28,108. In comparison, many surrounding jurisdictions had higher median incomes: La Mesa, \$31,171; Lemon Grove, \$31,851; Santee, \$39,073; and San Diego City, \$33,686. Though El Cajon's median income was less than



surrounding jurisdictions, approximately 21 percent (7,027 households) of the City's population earned more than \$50,000 (See Table 7). However, a substantial portion (approximately 62%) of the City's households had incomes less than the County's median income of \$35,022.

**TABLE 7**  
**CITY OF EL CAJON**  
**HOUSEHOLD INCOME DISTRIBUTION: 1989**

	Income Range						
	Under \$10,000	\$10,000- \$14,999	\$15,000 - \$24,999	\$25,000 - \$34,999	\$35,000 - \$49,999	\$50,000 and up	Total
Number of Households	4,518	3,213	6,749	5,924	5,504	7,027	32,935
% of Total	13.7%	9.8%	20.5%	18.0%	16.7%	21.3%	100%

Source: U.S. Department of Commerce, Bureau of Census, 1990 Census Report

The Department of Housing and Urban Development (HUD) and the State Department of Housing and Community Development (HCD) have developed the following income categories and their definitions:<sup>1</sup>

- Very Low Income - less than 50 percent of the regional (County) median.
- Low Income - between 51 and 80 percent of the County median.
- Moderate Income - between 81 and 120 percent of the County median.
- Upper Income - greater than 120 percent of the County median.

The City's 1979 and 1989 income distributions can be divided into these four income categories through interpolation, as presented in Table 8. The 1990 Census estimates El Cajon has experienced an increase in Very Low and Moderate income households, and a proportional decrease in Low and Upper Income households during the 1979-1989 period. Very Low Income households

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<sup>1</sup> For purposes of this analysis, the regional income utilized is from the 1980 and 1990 Census. However, HUD and HCD programs are based on a regional income figure which may differ from the Census.

represented 30 percent of the City's households in 1989 earning less than half the County median income, as compared with 22 percent in 1980; this represents a numeric increase of approximately 3,633 households. Low Income households have decreased proportionally, from 27 percent in 1979 to 22 percent in 1989, this is a numeric decrease of 566 households. In comparison, Moderate Income households have increased from 14 percent to 22 percent. Finally, the proportion of Upper Income households in El Cajon substantially decreased from about 36 percent in 1979 to 26 percent in 1989, reflecting a numeric decrease of 1,530 households. In comparison with San Diego County as a whole, El Cajon has a greater proportion of Very Low, Low, and Moderate Income households, and a lesser proportion of Upper Income households.

**TABLE 8**  
**INCOME GROUPS: EL CAJON AND SAN DIEGO COUNTY**

	EL CAJON				SAN DIEGO COUNTY	
YEAR	1979		1989		1989	
INCOME CATEGORY	HOUSEHOLDS	% OF TOTAL	HOUSEHOLDS	% OF TOTAL	HOUSEHOLDS	% OF TOTAL
Very Low	6,304	22	9,937	30	207,663	23
Low	7,711	27	7,145	22	158,702	18
Moderate	4,175	14	7,124	22	187,267	21
Upper	10,259	36	8,729	26	334,087	38
TOTAL	28,449	100.0	32,935	100	887,719	100
1979 median County Income: \$17,107                      1989 median County Income: \$36,700 1979 median El Cajon Income: \$16,802                      1989 median El Cajon Income: \$28,108						

Source: U.S. Department of Commerce, Bureau of the Census, 1980 & 1990 Census Reports

### Housing Affordability

State and Federal standards for housing overpayment are based on an income-to-housing cost ratio of 30 percent and above. Households paying greater than 30 percent have limited remaining income for other necessities such as food, clothing, utilities and health care. Upper Income households are generally capable of paying a larger proportion of their income for housing; therefore, estimates of housing overpayment generally focus on lower income groups.

Distinguishing between renter and owner housing overpayment is important because, while homeowners may over-extend themselves financially to afford the option of home purchase, the owner always maintains the option of selling the

home. Renters, on the other hand, are limited to the rental market and are generally required to pay the rent established in that market.

Table 9 presents information on households in El Cajon which paid greater than 30% of their income on housing in 1990. Among households earning less than \$10,000, 28 percent overpaid for housing, the majority (93%) are renter households. Within the \$10,000-\$19,999 income category, an even greater percentage of households overpaid (36%), again the majority of whom were renter households. The lower proportion of households earning below \$10,000 overpaying for housing is likely reflective of the large number of seniors in this income group who have paid off their mortgages.

**TABLE 9**  
**CITY OF EL CAJON**  
**HOUSING OVERPAYMENT**

Income/Cost	Total HH		Owner		Renter	
	#	%	#	%	#	%
Less than \$10,000, Spent 30% or more	3,518	28	250	9	3,268	33
\$10,000-\$19,999, Spent 30% or more	4,555	36	242	9	4,313	44
\$20,000-\$34,999, Spent 30% or more	2,972	24	865	32	2,107	21
\$35,000 and above, Spent 30% or more	1,412	12	1,302	49	160	2

Source: U.S. Department of Commerce, Bureau of the Census, 1990 Census Report.

The income distribution presented in Table 9 can be broken down into very low and low income categories through interpolation. El Cajon had a total of 6,398 lower income households overpaying for housing, of which 3,827 are Very Low Income. (See Table 9A) The majority of households overpaying were Very Low Income renter households with 3,623 overpaying. In comparison, 204 Very Low Income owner households paid more than 30 percent of their income on housing.



**TABLE 9A**  
**CITY OF EL CAJON**  
**VERY LOW AND LOW INCOME HOUSEHOLD OVERPAYMENT**

	Total		Owner		Renter	
	#	%	#	% of Owner Households	#	% of Renter Households
Very Low Income Households Spent 30% or more	3,827	31%	204	8%	3,623	37%
Low Income Households Spent 30% or more	2,571	21%	575	22%	1,996	20%
Total	6,398		779		5,619	

Source: U.S. Department of Commerce; Bureau of the Census, 1990 Census Report.  
Very Low Income Household - \$18,350  
Low Income Household - \$29,360

### Special Needs Groups

Certain segments of the population may have more difficulties in finding decent, affordable housing due to special circumstances. In El Cajon, these "special needs" groups include the elderly, disabled persons, large families, female-headed households, farmworkers, students and the homeless. The number of special needs households (or persons) in El Cajon is summarized in Table 10.

**Elderly:** The special needs of many elderly households result from their limited, fixed incomes, physical disabilities and dependence needs. In 1980, the percentage of elderly in El Cajon (10.8 percent) was similar to the County as a whole (10.3 percent). The proportion of elderly in El Cajon has increased only slightly; the 1990 elderly population constituted 10.9 percent of the City's total population.

Based on projections from the City's 1992 Draft Low and Moderate Income Housing Needs Report, an estimated 2,232 lower income elderly renter households are classified as very low or low income households.

Housing needs of the City's elderly are addressed through housing policies and programs for senior housing, mobilehome park rental assistance and assistance in tenant purchase of parks, rental subsidies, and housing rehabilitation assistance.

**TABLE 10**  
**CITY OF EL CAJON**  
**SUMMARY OF SPECIAL NEEDS GROUPS: 1990**

NEEDS GROUP	1990 NUMBER OF HHS/PERSONS	PERCENT OF TOTAL POPULATION
A. Elderly (65+) (Persons)	9,689	10.9
B. Large Households (5 + Persons)	3,376	10.3
C. Disabled (Persons)	8,889	10.5
D. Female-Headed Households (Total)	9,105	27.7
Female-Headed Households With Children	3,440	10.5
E. Farmworkers (Persons)	261	0.3
F. Students (Persons)	6,048	6.8
G. Homeless (Persons)	89	0.1

Source:

- A. U.S. Department of Commerce, Bureau of Census, 1990 Census Report.
- B. U.S. Department of Commerce, Bureau of Census, 1990 Census Report.
- C. 1988-1991 El Cajon HAP.
- D. U.S. Department of Commerce Bureau of Census, 1990 Census Report.
- E. 1990 farmworker population estimates from SANDAG's Regional Housing Needs Statement.
- F. Student population in El Cajon estimated by SANDAG in the Regional Housing Needs Statement of 1990.
- G. U.S. Department of Commerce, Bureau of Census, 1990 Census Report.

**Large Families:** Large families are identified in State housing law as a group with special housing needs based on the limited availability of adequately sized, affordable housing units. Large households are often of lower income, frequently resulting in the overcrowding of smaller dwelling units and in turn accelerating unit deterioration.

The 1990 Census reports 3,376 households with five or more members in El Cajon, representing approximately 10 percent of the City's total households. Almost all these large households are families. SANDAG estimates that in El Cajon there are 510 large family (5 or more) renter households which are

classified as very low or low income. Of these lower income large families, nearly 150 currently receive rental assistance. An additional 2,180 large and small family households in El Cajon are on the waiting list for Section 8 rental assistance. The housing needs of large families can be addressed through the provision of affordably priced larger units, rent subsidies, homeownership assistance, and rehabilitation assistance for room additions to alleviate overcrowding.

**Handicapped:** Physical handicaps can hinder access to housing units of conventional design as well as limit the ability to earn adequate income. The proportion of handicapped/disabled individuals is increasing nationwide due to overall increased longevity and lower fatality rates. An estimated 8,889 El Cajon residents had work and/or transportation disabilities in 1988, comprising 10.5 percent of the City's population.

Although no current comparisons of disability with income, household size, or race are available, it is reasonable to assume that a substantial portion of the handicapped fall within the Section 8 income limits, especially those households not in the labor force. (An estimated 61 percent of El Cajon's disabled population is not in the labor force). Further, a substantial portion of the lower income handicapped are likely in need of housing assistance. Their housing need is further compounded by design and location requirements, which when combined, limit the supply and increase the cost of housing. Special needs of households with wheelchair-bound or semi-ambulatory individuals, for example, may require ramps, holding bars, special bathroom design, wider doorways, lower cabinets, and elevators.

Housing opportunities for the handicapped can be addressed through the provision of affordable, barrier-free housing. The Housing Element sets forth policies to implement State Standards for the provision of handicapped accessible units in new development and, in addition, to encourage housing which is provided for the handicapped to be in close proximity to public transportation and services. Housing Element programs call for rehabilitation assistance to be targeted towards disabled renters and homeowners for unit modifications to improve accessibility. Handicapped accessible housing will also be provided via development of senior housing projects.

**Female-Headed Households:** Single-parent households require special consideration and assistance because of their greater need for day care, health care, and other facilities. Female-headed households with children in particular tend to have lower incomes, thus limiting housing availability for this group. In 1990, El Cajon had an estimated 9,105 female-headed households, 3,440, or 38 percent with children. The 1990 Census further identifies 2,768 female-headed families with children under the age of 18 whose incomes fall below the poverty level, demonstrating a significant need for housing assistance.



To address the housing affordability needs of El Cajon's female-headed households, the Housing Element provides for expansion of existing affordability programs, such as rent subsidies, and sets forth several new programs, including non-profit housing development and shared equity/downpayment assistance, to increase the supply of affordable housing. Housing opportunities for female-headed households with children are addressed through policies for the provision of affordable childcare, and for the location of family housing sites in close proximity to recreational facilities and public transit.

**Farmworkers:** The special housing needs of many agricultural workers stem from their low wages and the insecure nature of their employment. In San Diego County, documented and undocumented aliens from Mexico, Central and South America comprise a large portion of the County's migrant farmworkers. The urban nature of El Cajon and surrounding communities does not lead to the problems with migrant farmworkers experienced by other portions of the San Diego region. The 1990 estimate for El Cajon's "farmworker" population is 237, or less than 1 percent of the City's total population. The 1990 farmworker population estimate is from SANDAG's Regional Housing Needs Statement. The demand for housing generated by farmworkers in El Cajon is thus estimated to be nominal and can be addressed through overall programs for affordability.

**Students:** The college student population in the area is another significant factor that affects housing demand. Although students represent a temporary housing need, the impact upon housing demand and post-study residence is critical in the immediate university areas. The same market forces that impact the lower income housing market will influence student housing. The high cost of housing, and student income limitations present difficulties for students looking for affordable housing.

San Diego State University, the largest university in the region with a 1990 enrollment of 35,309 students, provides housing for 2,489 students on campus. With proximity to San Diego State University and having Grossmont College within the City, combined with the significant stock of rental housing, El Cajon provides housing to a large number of students in the region. SANDAG estimates that El Cajon has approximately 6,048 college students residing in its jurisdiction. The preliminary 1990 Census information counted 11,354 people or 12.8 percent of the total population between the ages of 18 and 24 living within the City of El Cajon. While not all would be classified as students, the demand for housing for students is still considered substantial.

The provision of affordable housing to recent graduates is critical to the local and regional economies. Recent graduates provide a specialized pool of skilled labor that is vital to the economy. Lack of affordable housing often leads to their departure from the region. Housing opportunities for students are addressed through the City's programs to encourage the construction of additional affordable rental housing. In addition, the City permits second units



(non-age restricted) in all residential zones, developed with a single-family unit, providing additional affordable rental opportunities for students.

**Homeless:** Throughout the country, homelessness has become an increasing problem. Factors contributing to the rise in homeless include the general lack of housing affordable to low and moderate income persons, increases in the number of persons whose incomes fall below the poverty level, reductions in public subsidies to the poor, and the de-institutionalization of the mentally ill.

The 1990 Census data on the homeless in the City of El Cajon shows a total count of 89 homeless persons - 13 individuals in emergency shelters and 76 in street locations. The San Diego Regional Task Force on the Homeless estimates that there are approximately 5,600 urban homeless persons in San Diego County, of which 1,600 sleep in emergency shelters.

The Regional Task Force on Homeless also estimates that families account for approximately 33 percent of the homeless population in the San Diego area. Although the exact number of homeless families in El Cajon is unavailable, the estimate of 33 percent would result in 29 persons in homeless families in the City. These families tend to be resident homeless families or transient, intact families headed by a single parent, usually the female.

The homeless youth population includes both runaway and unwanted youth. Regionally, homeless youth account for approximately 25 percent of the homeless population. This translates to 22 youths in El Cajon. Many of these youth, about 20 percent of the 25 percent, are within the family units described above. The balance, about 6 percent of the 25 percent, are teenagers on their own.

Adults account for approximately 75 percent of homeless in the region, or a total of 67 homeless adults in El Cajon. This homeless category includes families and single adults. The majority of single adults are young males seeking employment. Approximately 40 percent of urban single-homeless men are veterans, about 25 percent of the single adults are female, and 5 percent are elderly.

It is estimated that 33 percent of the single-homeless-adult population suffer from severe and persistent mental illness. Evidence indicates that up to 50 percent of the County's homeless adult population may be active substance abusers.

Four organizations are active in the El Cajon area in providing assistance to the homeless -- Heartland Human Relations Association, Volunteers of America, the Crisis House, and the Alpha Project. Heartland Human Relations is funded by a variety of sources including CDBG funds. The organization maintains an emergency food program, referral services to emergency shelters and employment contacts. Heartland Human Relations serves an estimated 600-700 homeless individuals a year, the majority of which are single individuals (70 percent), although homeless families with children are also represented.

Volunteers of America operates the 19-bed East County Emergency Shelter located in El Cajon. The shelter provides emergency overnight accommodations on a temporary basis (3 to 7 days) to needy individuals and families. According to shelter staff, the demand for overnight facilities well exceeds the shelter's capacity. During a 10-month period in 1990, the shelter provided accommodations to 496 homeless individuals. When the East County Shelter is full, homeless individuals are referred to St. Vincent De Paul in downtown San Diego. St. Vincent has the capacity to accommodate up to 450 persons and serve 2,400 meals daily.

El Cajon contributes CDBG monies to the Crisis House which provides services to families and individuals at risk of becoming homeless due to emergency circumstances. The Crisis House is located in the Center City area of El Cajon, and offers the following services: housing counseling and provision of temporary shelter; emergency food and transportation; and job search assistance.

Employment income is commonly one of the greatest needs of the homeless. The Alpha Project for the Homeless in El Cajon serves as a job referral center for homeless in East County San Diego. The Alpha Project assists an average of 1,000 -1,500 homeless on a monthly basis to both locate employment and, as necessary, receive job training through the Regional Opportunity (ROP) and Job Training (JTP) Programs, and to a lesser degree direct employment with the Alpha Project. Motel vouchers are also offered in emergency situations to the extent funding permits. The Alpha Project also assists homeless in locating low income housing in the community.

### **C. EMPLOYMENT**

According to SANDAG, there were 43,208 persons in the El Cajon labor force in 1988. The economic base of the City is predominantly service-oriented, with the majority of jobs in the retail and service sectors. In 1988, employment in these two sectors together represented 47 percent of total employment in the City, well above the regional average of 41.4 percent. The City also has a large number of manufacturing jobs, and exceeds the County-wide proportion of manufacturing/employment.

According to the 1990 Census, 44,872 El Cajon residents are in the labor force, including 1,969 residents in the armed forces. The recent economic recession experienced nationwide has significantly affected unemployment rates. A total of 3,171 persons in El Cajon were unemployed during the 1990 Census, representing an unemployment rate of 7.1 percent. In contrast, San Diego County evidenced an unemployment rate of 5.6 percent during this same period.

The various industries in which El Cajon residents worked in 1990 are presented in Table 11. The most prevalent industry types among City residents were: retail

trade, construction, and manufacturing. These industries are all very dependent on the regional economy.

**TABLE 11**  
**INDUSTRY OF EMPLOYMENT FOR EL CAJON RESIDENTS: 1990**

INDUSTRY	# OF RESIDENTS	% OF TOTAL
Agriculture, Forestry, and Fisheries	734	1.8
Mining	52	.1
Construction	3,942	9.9
Manufacturing, Nondurable Goods	1,158	2.9
Manufacturing, Durable Goods	3,795	9.6
Transportation	1,273	3.2
Communications and Other Public Utilities	908	2.3
Wholesale Trade	1,714	4.3
Retail Trade	8,561	21.5
Finance, Insurance, and Real Estate	2,788	7.0
Business and Repair Services	2,417	6.1
Personal Services	1,257	3.2
Entertainment and Recreation Services	617	1.6
Professional and Related Services:		
Health Services	3,312	8.3
Educational Services	2,925	7.4
Other Professional and Related Services	2,434	6.1
Public Administration	1,845	4.7
<b>TOTAL EMPLOYED</b>	<b>39,732</b>	<b>100.0</b>
Armed Forces	1,969	
Unemployed	3,171	
<b>TOTAL IN LABOR FORCE</b>	<b>44,872</b>	

Source: U.S. Department of Commerce, Bureau of Census, 1990 Census Report.

One measure of the balance of a community's employment opportunities with the needs of its residents is through a "jobs-housing balance" test. A balanced community would have a match between employment and housing opportunities (a ratio of 1.2 jobs for every housing unit), theoretically enabling most residents to also work in the community. According to the 1990 Census El Cajon had 34,453 housing units in 1988. Comparing this with the City's 1988 employment base translates to a job-housing ratio of 1.25, or 1.25 jobs for every housing unit. This ratio indicates that El Cajon has attained a favorable balance between its employment and housing opportunities.



## D. HOUSING STOCK CHARACTERISTICS

A housing unit is defined as a house, apartment, or a single room, occupied as a separate living quarters or, if vacant, intended for occupancy as a separate living quarters. Separate living quarters are those in which the occupants live and eat separately from any other persons in the building and which have direct access from the outside of the building or through a common hall. A community's housing stock is the compilation of all its housing units.

### Housing Growth

Although residential development in El Cajon is beginning to slow due to the diminishing supply of available land, the City has continued to experience some growth in its housing stock during the 1980s (refer to Table 12). El Cajon's 1980 housing stock of 30,097 units had increased to 34,453 units by 1990. The growth rate of approximately 14 percent during the 1980-1990 period was significantly less than the housing growth experienced in the County as a whole, but was comparable to or above, most other East County jurisdictions. The growth in the housing stock in El Cajon is proportionally less than the growth in population and this proportional difference is reflected in the changing trend in household size.

**TABLE 12**  
**HOUSING TRENDS:**  
**EL CAJON AND SURROUNDING AREAS 1980-1990**

JURISDICTION	NO. OF HOUSING UNITS (a)		% INCREASE
	1980	1990	
El Cajon	30,097	34,453	14.5
La Mesa	22,616	24,154	6.8
Lemon Grove	7,555	8,638	14.3
National City	14,748	15,243	3.3
San Diego City	341,928	431,722	26.3
Santee	13,800 (b)	18,275	32.4
San Diego County	718,211	946,240	31.7

Source: (a) U.S. Department of Commerce, 1980 and 1990 Census Reports.  
(b) SANDAG 1990

Note: Santee was a Census Designated Places (CDP's) and unincorporated at the time of the 1980 Census. CDP's may have significantly different data in comparison to actual incorporated areas, therefore SANDAG data has been utilized.



## Housing Type and Tenure

Due to the limited size of vacant parcels remaining for development, recent housing growth in El Cajon has been characterized by infill development of multi-family apartments and condominiums, and to a lesser degree single-family units on underutilized parcels (Refer to Table 13). Between 1980 and 1990, while single-family units increased by 11 percent (from 13,224 to 14,671 units), multi-family units increased by more than 19 percent (from 14,718 to 17,520 units). The City has a total of 26 mobilehome parks, and has experienced a 5.6 percent decrease in mobilehomes during the 1980s due to several park closures. The overall vacancy rate in El Cajon is estimated at just under 5 percent.

**TABLE 13  
CITY OF EL CAJON  
HOUSING UNIT MIX: 1980 & 1990**

HOUSING TYPE	NUMBER OF HOUSING UNITS (a)		CHANGE 1980-1990	
	1980	1990	NUMBER	PERCENT
Single-Family (Attached & Detached)	13,224	14,671	1,447	10.9
Multi-Family	14,718	17,520	2,802	19.0
Mobile Homes	2,141	2,019	(122)	(5.6)
Total Units	30,083	34,453	4,370	14.5
Total Occupied	28,464	32,893	4,429	15.5
Vacancy Rate	5.4%	4.52%		

Source: (a) U.S. Department of Commerce, Bureau of Census, 1980 and 1990 Census Reports.

Of the City's 32,893 occupied housing units, 13,392 (40.7 percent) are occupied by owners and the remaining 19,501 units (59.3 percent) are renter-occupied (Refer to Table 14). This proportional breakdown represents a continued trend from the 1980 owner-renter ratio (43.3 percent owners and 56.6 percent renters) and is reflective of the predominance of multi-family housing development in the City since 1980. The Housing Element sets forth programs to provide increased homeownership opportunities to households currently priced out of the ownership market.

**TABLE 14**  
**CITY OF EL CAJON**  
**TENURE OF OCCUPIED HOUSING UNITS: 1980 & 1990**

HOUSING TYPE	1980				1990			
	OWNER	% TOTAL	RENTER	% TOTAL	OWNER	% TOTAL	RENTER	% TOTAL
Single-Family	10,316	82.7	2,613	6.2	11,193	83.5	3,138	16.1
Multi-Family (2-4 du)	174	1.4	1,132	7.0	186	1.3	1,866	9.5
Multi-Family (5+ du)	390	3.2	11,968	74.3	250	1.8	14,117	72.4
Mobile Home	1,573	12.7	398	2.5	1,667	12.4	250	1.3
Other	—	—	—	—	96	0.7	130	0.6
Total	12,453	100%	16,111	100%	13,392	100%	19,501	100%

Source: U.S. Department of Commerce, Bureau of Census, 1980 & 1990 Census Reports.

### Age and Housing Stock Condition

Table 15 illustrates the period in which housing units were built in El Cajon. Reflective of the growth in San Diego County, almost 93 percent of El Cajon's housing units have been constructed since 1950. The accepted standard for major rehabilitation needs is after 30 years. In 1980, 27 percent of El Cajon's housing stock was over 30 years old, with an additional 26 percent (8,566 units) reaching 30 years of age during the 1990s. The age of the City's housing stock indicates the potential need for rehabilitation and continued maintenance of a significant portion of the City's housing.

The 1991 CHAS tables prepared by SANDAG identify the number of substandard housing units in El Cajon. As illustrated in Table 16, an estimated 3,600 units (10.4 percent) in El Cajon are substandard, and are either in need of rehabilitation or replacement. Of these substandard units, 1,053 are rental units and 2,549 are owner units. A significant number of the City's substandard owner units are mobilehomes. The City will encourage mobilehome occupants to take advantage of rehabilitation assistance available through the County. Of the identified substandard properties, 92 percent (3,330 units) are considered suitable for rehabilitation.

**TABLE 15**  
**CITY OF EL CAJON**  
**AGE OF HOUSING STOCK: 1990**

YEAR BUILT	NUMBER OF UNITS	PERCENT OF TOTAL
1939 or earlier	564	1.7
1940 - 1949	1,606	4.9
1950 - 1959	6,644	20.2
1960 - 1969	8,566	26.0
1970 - 1978	11,585	35.2
1979 - 1980	1,118	3.4
1980 - 1990	2,810	8.5
Total:	32,893	100.0

Source: U.S. Department of Commerce, Bureau of the  
Census, 1990 Census Report.

**TABLE 16**  
**CITY OF EL CAJON**  
**HOUSING STOCK CONDITION**

UNITS	OWNER-OCCUPIED	RENTER-OCCUPIED	TOTAL
Total Dwelling Units	13,550	20,643	34,193
Substandard Units	2,549	1,053	3,602
Suitable for Rehab	2,356	923	3,279

Source: CHAS Table 2B FY 91/92 Prepared by SANDAG.

The City's Code Enforcement Program assists to lower the number of substandard units and to improve overall housing conditions. The Building Department performs the Code Enforcement function for the City. Identification of potential code violations occurs primarily through informal field observations as well as complaints received from residents.

In an effort to become more proactive with the housing code enforcement, the City has begun to utilize a portion of the general fund to finance enforcement activity. The City requires multi-family project owners to obtain a housing permit on an annual basis. The fee collected is between \$10 and \$20 per



apartment complex. Monies collected are placed in the City general fund. Housing inspection/code enforcement program receives monies from this general fund. In order to minimize any potential hardship to lower income households resulting from code enforcement, the code enforcement officers will provide property owners with information regarding available rehabilitation assistance.

## **Housing Costs**

**Ownership Housing:** Recent information on housing prices was obtained from TRW Real Estate Market Information Services, as published in the Southland Home Prices section of the *Los Angeles Times* and is presented in Table 17. The data includes sales of new and existing detached single-family homes and condominiums sold by home builders, real estate agents and homeowners. Sales data is presented by zip code, which generally approximates the jurisdictional boundaries of the cities listed.

As illustrated in Table 17, the median selling price in January 1992 for single-family homes in El Cajon ranged from \$147,000 to \$218,000. Prices for condominium units ranged from a median of \$71,000 to \$113,000, indicating condominiums offer an affordable homeownership alternative to single-family homes for moderate income households. In the month of January 1992, a total of 65 units were sold in El Cajon.

**Rental Housing:** Advertised rental rates in El Cajon compiled from The San Diego Union between March and April 1992 are presented in Table 18. As illustrated in this Table, the majority of housing units available were one- and two- bedroom apartments, with average rental rates of \$445 and \$544, respectively. A substantial number of single-family homes were also listed for rent, with average rents of \$822 for two-bedroom houses and \$1,052 for three-bedroom houses. Condominium and townhomes offered a third rental option, and are priced somewhere between apartments and single-family homes. The provision of larger rental units with three or more bedrooms was somewhat limited, with the exception of single-family homes which command the highest rents.

According to 1991 HUD income guidelines, a four person household identified as Very Low Income earned up to \$20,650 annually, whereas a four person Low Income household could earn up to \$33,050. Based on the guideline that households should not spend more than 30 percent of their gross income on housing, Very Low Income households can afford to pay up to \$516 in monthly housing costs, whereas Low Income households can afford to pay up to \$826 monthly. Very Low Income households are thus faced with renting studio and one bedroom units, and possibly some two bedroom apartments, or spending more than they can afford on housing costs. Low Income households on the other hand are able to afford larger apartments and condominiums, but are still priced out of three bedroom single-family homes.



**TABLE 17**  
**HOUSING SALES PRICES: EL CAJON AND SURROUNDING AREAS**  
**JANUARY 1992**

JURISDICTION	ZIP CODES	MEDIAN PRICE HOME	MEDIAN PRICE CONDO	UNITS SOLD
El Cajon	92019	\$190,000	\$113,000	24
	92020	218,000	71,000	25
	92021	147,000	82,000	16
La Mesa	92041	\$174,000	\$103,000	21
	92042	168,000	78,000	22
Lemon Grove	92045	\$135,000	\$115,000	29
National City	92050	\$130,000	\$88,000	14
San Diego, Encanto	92114	\$149,000	—	37
San Diego, State College	92115	168,000	—	22
San Diego, San Carlos	92119	182,000	95,000	25
Santee	92071	\$155,000	\$110,000	50
San Diego County	All Zip Codes	\$189,500	\$123,000	1,904

Source: Los Angeles Times, TRW Real Estate Market Information Services.

**TABLE 18**  
**CITY OF EL CAJON**  
**RENTAL RATES BY UNIT TYPE: 1992**

APARTMENT RENTAL RATES				
NO. OF BEDROOMS	NO. LISTED	MEDIAN RENT	AVERAGE RENT	RANGE
Studio	3	\$415	\$415	\$395-\$435
1	45	\$440	\$445	\$390-\$565
2	61	\$540	\$544	\$425-\$650
3	19	\$695	\$684	\$600-\$750
Total	127			
CONDO-TOWNHOUSE RENTAL RATES				
NO. OF BEDROOMS	NO. LISTED	MEDIAN RENT	AVERAGE RENT	RANGE
1	3	\$425	\$425	\$425
2	25	\$690	\$684	\$525-\$895
3	14	\$825	\$834	\$725-\$950
Total	41			
SINGLE-FAMILY RENTAL RATES				
NO. OF BEDROOMS	NO. LISTED	MEDIAN RENT	AVERAGE RENT	RANGE
Studio	3	\$500	\$500	\$500
1	1	\$450	\$450	\$450
2	18	\$725	\$822	\$525-\$1,300
3	52	\$1,025	\$1,052	\$575-\$1,800
4	8	\$1,295	\$1,218	\$853-\$1,450
5	1	\$1,500	\$1,500	\$1,500
Total	82			

Source: San Diego Union, March-April 1992.

## **E. ASSISTED HOUSING AT RISK OF CONVERSION**

State law requires the City to identify, analyze and propose programs to preserve housing units that are currently restricted to low income housing use and that will become unrestricted and possibly be lost as low-income housing. This section identifies those units in El Cajon, analyzes their potential to convert to non-low income housing uses and analyzes the costs to preserve and/or replace those units. Goals, policies and programs to preserve these units are presented later in this Housing Element.

Consistent with State requirements, the following are included within the Element:

- An inventory of restricted low income housing projects in the City and their potential for conversion;
- An analysis of the costs of preserving and/or replacing the units at-risk and a comparison of these costs;
- An analysis of the organizational and financial resources available for preserving and/or replacing the units at risk; and
- Quantified objectives for the number of at-risk units to be preserved;
- Programs for preserving the at-risk units.

### **Inventory of Assisted Housing**

This section identifies all of the low income housing units in the City of El Cajon that are at risk of converting to market rate housing units between July 1, 1991, and July 1, 2001. This inventory includes all multi-family rental units assisted under federal, state, and/or local programs, including HUD programs, state and local bond programs, redevelopment programs, and local in-lieu fees, inclusionary, density bonus, or direct assistance programs. The inventory covers all units that are eligible to change to non-low income housing units due to termination of subsidy contract, mortgage prepayment, or expiring use restrictions. The inventory was compiled by interviews with City staff, the County Housing Authority, HUD, and review of "Inventory of Federally Subsidized Low-Income Rental Units at Risk of Conversion" (California Housing Partnership Corporation), and "The Use of Housing Revenue Bond Proceeds - 1990", (California Debt Advisory Commission).

This section then analyzes the potential for those units to convert and examines the likely costs of preserving or replacing them.

**Description of Projects:** El Cajon has four rental housing projects subsidized under HUD's Section 236(J)(1) program - Key Largo Apartments, Lexington



Green, Broadway Apartments, and Broadway Apartments II. The Section 236(J)(1) program offers the owners reduced interest loans. In return for preferential financing, the projects are subject to low-income use restrictions with the option to prepay the loans 20 years later and opt out of the affordability controls. Table 1 shows the name, location, type of government-assistance, type of affordability controls, and other pertinent information of all government-assisted projects within the City of El Cajon.

Lexington Green provides family housing for 144 households. The project consists of 16 one-bedroom, 88 two-bedroom, and 40 three-bedroom units. Lexington Green was built in 1971 and earliest potential prepayment date for this project was March 18, 1991. According to HUD officials, this project is in excellent building condition. Lexington Green extended low-income use restrictions with HUD and will not be at-risk of converting until the year 2011.

The remaining three projects -- Key Largo, Broadway Apartments, and Broadway Apartments II -- are at risk of converting to non-low-income housing prior to July 1, 2001.

Key Largo is a 132-unit family housing project with 20 one-bedroom, 70 two-bedroom, and 42 three-bedroom units. According to HUD officials, Key Largo has a below average rating of building condition, requiring several repairs. The project was built in 1970 and earliest potential prepayment date for Key Largo was October 13, 1990. In addition to Section 236(J)(1) subsidies, the project also maintains a project-based Section 8 contract for 31 of its units. Section 8 contract for Key Largo will expire on May 31, 1995.

Broadway Apartments is a 161-unit family housing project consisting of 28 one-bedroom, 91 two-bedroom, and 42 three-bedroom units. According to the building management, more than 20 percent of the units are occupied by elderly households. This project was built in 1971 and consistently receives annual building condition ratings ranging from "Satisfactory" to "Excellent" from HUD inspectors. Earliest potential prepayment date for Broadway Apartments was November 4, 1991. In addition to Section 236(J)(1) subsidies, Broadway Apartments also maintains a Section 8 contract for 50 units. The Section 8 contract will expire on May 31, 1993.

Broadway Apartments II is a 52 unit family housing project consisting of 44 one-bedroom and 8 two-bedroom units. According to the building management, more than half of the units are currently occupied by elderly households. The project was built in 1972 and is reported by HUD as in excellent building condition. Earliest potential prepayment date for Broadway Apartments II is November 27, 1992. The project also maintains a Section 8 contract for 20 units; the contract will expire on May 31, 1995.

**TABLE 19**  
**CITY OF EL CAJON**  
**HOUSING UNITS AT RISK OF CONVERSION**  
**PRIOR TO JULY 1, 2001**

Project Name, Address	Owner	Type(s) of Project Based Government Assistance	Type/Length of Affordability Controls	Earliest Potential Conversion Date(s)	Total # of Units	# of Units At Risk	Tenant Type (i.e. elderly, family)	Bedroom Mix	Date Built (if known)	HUD Reported Condition
Key Largo Apts. 881 Key Largo Pl. El Cajon CA 92021	Key Largo Venture 5811 Amaya Dr. Ste. 200 La Mesa CA 92041	236(J)(1)	40-year mortgage with 20-year prepayment option	10/13/1990	132	132	Family	20 - 1br 70 - 2br 42 - 3br	1970	Below Average
		Section 8		5/31/1995	31	31				
Broadway Apts. 1562 East Main St. El Cajon CA 92021	Broadway Apts. 5811 Amaya Dr. Ste. 200 La Mesa CA 92041	236(J)(1)	40-year mortgage with 20-year prepayment option	11/4/1991	161	161	Family	28 - 1br 91 - 2br 42 - 3br	1971	Satisfactory/Ex cellent
		Section 8		5/31/1993	50	50				
Broadway Apts. II 849 N. Third St. El Cajon CA 92021	Broadway Apts. 8641 Magnolia Ave. Santee, CA	236(J)(1)	40-year mortgage with 20-year prepayment option	11/27/1992	52	52	Family	44 - 1br 8 - 2br	1972	Excellent
		Section 8		5/31/1993	20	20				
Lexington Green 1414 East Lexington Ave. El Cajon CA 92021	Jerald L. Katleman 7183 Navajo Rd. Ste. F San Diego CA 92119	236(J)(1)	40-year mortgage with 20-year prepayment option	3/18/2011	144	144	Family	16 - 1br 88 - 2br 40 - 3br	1971	Excellent

Source: Compiled by Cotton/Beland/Associates, May, 1992.



**Conversion Potential:** Prepayment of Section 236 loans was regulated by the provisions of the Emergency Low-Income Housing Preservation Act (ELIHPA), otherwise known as Title II of the Housing and Community Development Act of 1987. This legislation was subsequently replaced in 1990 by the Low-Income Housing Preservation and Resident Homeownership Act (LIHPRHA, or Title VI of the National Housing Act of 1990). If the owner was eligible for prepayment before September 30, 1991 and filed a "Notice of Intent" to prepay between November 1987 and December 31, 1990, then the owner has the option to use either ELIHPA or LIHPRHA. Project owners must have decided which laws to use by February, 1992. After this date, owners are only eligible to use LIHPRHA, which became effective on May 8, 1992.

Figure 2 and Figure 3 illustrate the prepayment process under ELIHPA and LIHPRHA, respectively. Under both ELIHPA and LIHPRHA provisions, owners of prepayment eligible projects can choose to retain project ownership in exchange for additional federal incentives, transfer the ownership of the building to a new owner, or prepay the mortgage and opt out of the affordability controls. Under both laws, owners are required to file a Notice of Intent and subsequently a Plan of Action. A Notice of Intent may be filed up to two years prior to the scheduled prepayment date to indicate the owner's preliminary decision regarding sale of property versus stay-in as low-income with HUD incentives. Within nine months following the Notice of Intent, the owners must prepare a Plan of Action for submittal to HUD. A Plan of Action must include: any proposed changes in mortgage or in the regulatory agreements; a description of federal, state, and local incentives that are being requested as part of the effort to own and develop the property; and any proposed plans to transfer the title of the property and/or sell.

There are major differences between provisions under ELIHPA and LIHPRHA. To receive additional HUD incentives under ELIHPA, projects have to extend affordability controls for the remaining length of the mortgages (20 years). Under LIHPRHA, the owners can receive additional HUD incentives only if they extend affordability controls on the projects for the remaining useful life of the projects. The useful life of a project refers to the expected physical life of the building with normal maintenance and repairs, as well as replacement of utilities such as plumbing. HUD officials have indicated that the useful life of a building is usually 70 years. Thus, use restrictions will be extended for an additional 50 years if owners decide to maintain the projects as low-income under LIHPRHA.

Under ELIHPA, owners can choose to sell their projects to anyone interested in taking over the projects, as long as rent levels will be kept affordable to existing tenants. Prepayment of the mortgages can receive HUD approval if the owners can demonstrate no low-income tenants will be displaced and no financial hardship will be imposed on those tenants. Whereas under LIHPRHA, where owners choose to sell, tenants, non-profit organizations and governmental agencies are provided with an exclusive 12-month negotiating period.



## HUD Projects Subject to ELIHPA in El Cajon

Key Largo Apts. (Section 236(J)(1))  
Lexington Green (Section 236(J)(1))  
Broadway Apts. (Section 236(J)(1))

### Project Owner Files Notice of Intent

- Option 1: Continue low-income restrictions with HUD incentives
- Option 2: Prepay mortgage
- Option 3: Transfer of physical assets to a new owner

### Project Owner Files Plan of Action

6 Months for HUD Review

#### OPTION 1

##### Continue low-income restrictions with HUD incentives

###### INCENTIVES:

- Rent Increases
- Additional Section 8 subsidies

###### CONDITIONS:

- Extend affordability control for an additional 20 years
- Phase rent increases over 3 years
- Maintain same income distribution of tenants as of January, 1987

#### OPTION 2

##### Prepay Mortgage

###### INCENTIVES:

- Project opts out of affordability control and converts to market rate

###### CONDITIONS:

- Prepayment must not displace or impose financial hardship on lower income tenants
- Adequate affordable replacement housing must be available in the community

#### OPTION 3

##### Transfer of Physical Assets

###### INCENTIVES:

- Owner opts out of project and reinvests elsewhere

###### CONDITIONS:

- Can sell to anyone, including for-profit and non-profit organizations, tenant associations, or government agencies
- Must maintain the building as affordable to existing tenants

Note: Refer to page II-27 for discussion of ELIHPA - Emergency Low Income Housing Preservation Act of 1987



Figure 2  
Process for Prepayment Eligible  
Projects Under ELIHPA

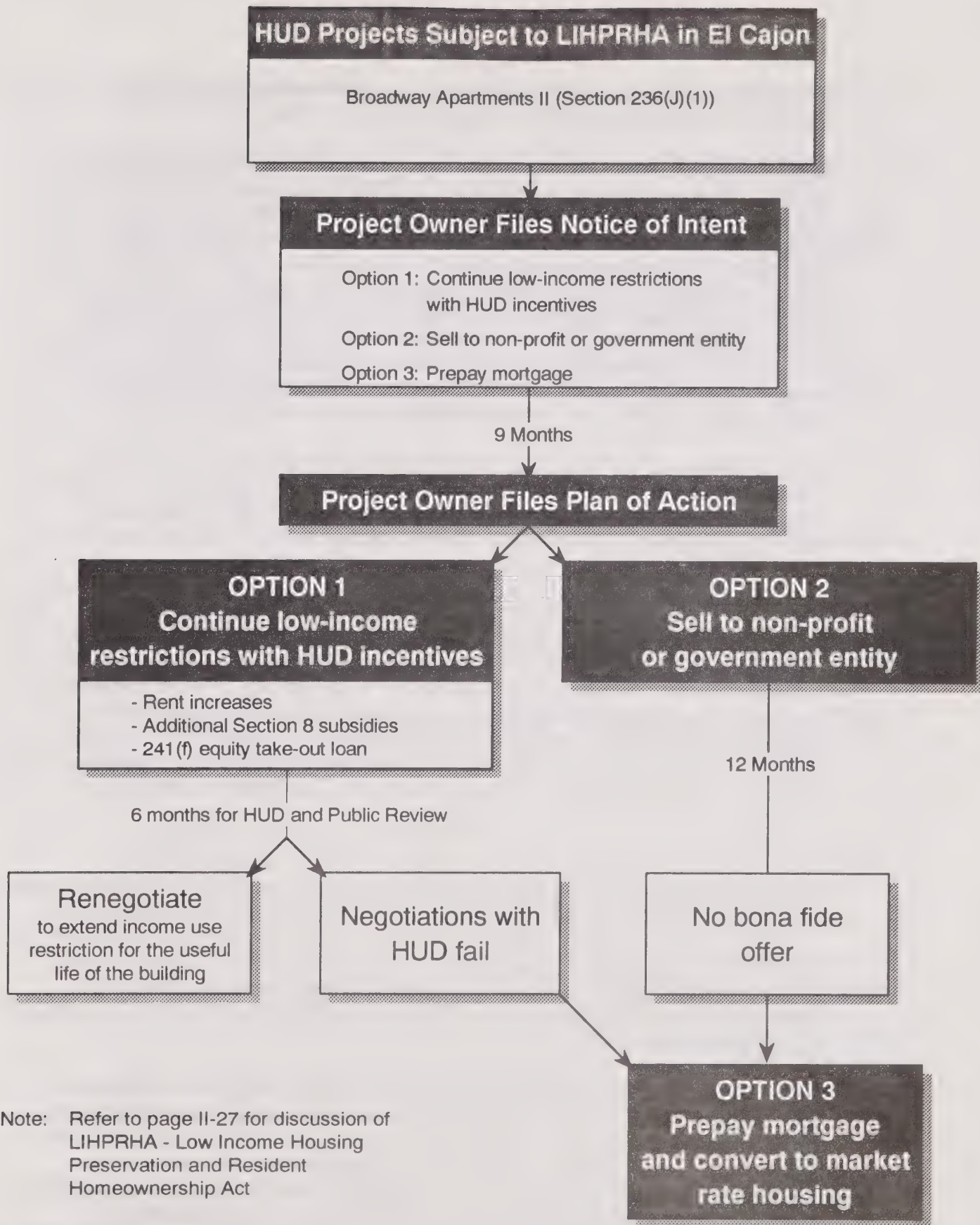


Figure 3  
Process for Prepayment Eligible  
Projects Under LIHPRHA



Prepayment and conversion of the housing to non-low-income use can only occur if there is no willing buyer to purchase a project.

Key Largo, Lexington Green and Broadway Apartments are eligible to file for mortgage prepayment under ELIHPA. In 1991, Key Largo, Lexington Green, and Broadway Apartments proceeded to file the required Plans of Action with HUD to extend use restrictions on May 13, April 22, and April 9, respectively. The Plan of Action for Lexington Green received final approval from HUD to extend low-income use restrictions for another 20 years. Broadway Apartments received preliminary approval. The Plan of Action for Key Largo is being reviewed by the HUD office in Washington D.C. and final approval of this Plan of Action is subject to the completion of several repairs requested by HUD or escrow earmarked for such repairs. Broadway Apartments II filed a Notice of Intent under LIHPRHA to remain as low-income housing on December 31, 1990.

Section 8 contract for Key Largo is due to expire in May, 1995. Section 8 contracts for both Broadway Apartments and Broadway Apartments II are subject to expiration in May, 1993. As shown in Table 20, all three projects are receiving substantially lower rents than the maximum Fair Market Rents for San Diego County or than the average rents in the City. These projects can potentially command higher rents if the owners decide to opt out of the Section 8 program. However, the owners can also request for additional financial incentives from HUD if they choose to extend the length of affordability controls on the projects. As long as use restrictions of a Section 236 mortgage or an approved Plan of Action pursuant to ELIHPA and LIHPRHA are in effect, the Section 8 contracts associated with the projects are likely to be renewed. Therefore, the potential expiration of the Section 8 contracts for Key Largo, Broadway Apartments, and Broadway Apartments II will be dependent upon the negotiations on the Plan of Actions between HUD and the property owners.

### **Cost Analysis**

While Key Largo and Broadway Apartments are currently being processed under ELIHPA and Broadway Apartments II under LIHPRHA to extend the low-income use restrictions, the Plans of Action have not yet received final approval from HUD. Thus, the Housing Element is still required to evaluate project preservation and replacement costs. The following section analyzes and compares the costs of acquiring the "at risk" projects versus the cost of building replacement units.

**Preservation Costs:** A total of 345 units (92 one-bedroom, 169 two-bedroom, and 84 three-bedroom units) are at risk of converting to non-low-income use. Preservation of the at risk units can be achieved in different ways: 1) preserve the projects as low-income by offering additional federal incentives to the projects; 2) facilitate the transfer of ownership of these projects to or purchase of similar units by non-profit organizations; or 3) assist qualified tenants in obtaining Section 8 certificates from the San Diego County Housing Authority.



**TABLE 20**  
**MONTHLY BASIC RENTS FOR SECTION 8 UNITS**

Unit Size	Monthly Rental Rates (1)			(2) San Diego County Fair Market Rent	(3) Average Rent
	Key Largo	Broadway Apts. I	Broadway Apts. II		
1-bedroom	\$260	\$279	\$267	\$606	\$445
2-bedroom	\$310	\$321	\$295	\$711	\$544
3-bedroom	\$350	\$361	----	\$881	\$684

Source: Compiled by Cotton/Beland/Associates, May, 1992.

Notes:

- (1) As reported by building managers of at-risk projects, May, 1992.
- (2) San Diego County Housing Authority, May, 1992.
- (3) City of El Cajon, *Comprehensive Housing Affordability Strategy for Fiscal Year 1991/1992*.

*Continue as Low-Income with Federal Incentives:* Under both ELIHPA and LIHPRHA, HUD mortgage prepayment eligible projects may choose to continue as low-income in exchange for additional federal incentives. Incentives include: rent increases to guarantee an eight percent return on project investment; additional Section 8 subsidies; and 241(f) equity take-out loan. Once extended, affordability controls on the project will remain effective for an additional 20 years under ELIHPA and for the remaining useful life (approximately an additional 50 years) of the project under LIHPRHA.

To qualify for additional federal incentives under ELIHPA, Key Largo and Broadway Apartments I must phase the proposed rent increases over a period of three years. The projects are also required to make a good faith effort to maintain the same income distribution of tenants as of January, 1987.

Under LIHPRHA, HUD has established the Federal Cost Limit to determine a project's eligibility for full federal incentives. As long as Broadway Apartments II's annual preservation rent (eight percent return on equity, debt services on rehab loan and HUD first mortgage, operating expenses, and reserves combined) does not exceed the Federal Cost Limit, the owner may file a Plan of Action for full federal incentives. The Federal Cost Limit is currently set at 120 percent of the Section 8 Fair Market Rent or 120 percent of the local market area rent, whichever is greater.

Using the Fair Market Rents previously shown in Table 2 as estimates, monthly Federal Cost Limit for Broadway Apartments II is approximately \$32,352. The actual cost comparison to determine eligibility for federal incentives will be

performed by HUD officials when the owners of Broadway Apartments II file a Plan of Action.

*Transfer of Ownership:* Another way to preserve the at-risk units is to transfer ownership of the projects with at risk units to community-based non-profit or government entity, such as the County Housing Authority. By transferring the ownership of these projects to non-profit housing organizations, low-income use restrictions can be secured, and the projects will become eligible for a greater range of government assistance programs.

Table 21 presents the estimated market value for each project to establish an order of magnitude reference for assessing preservation costs. According to development experts, current market values for the three at-risk projects can be estimated on the basis each projects's potential yearly income, operating and maintenance expenses, and building condition. As shown in Table 21, market value for Key Largo is estimated at \$5,254,812, Broadway Apartments I at \$7,856,047, and Broadway Apartments II at \$2,073,810.

**TABLE 21**  
**COSTS OF TRANSFERRING OWNERSHIP**

Project	Estimated Market Value	Five Percent Downpayment	Mortgage Loan
Key Largo	\$ 5,254,812	\$262,741	\$ 4,992,071
Broadway Apartments	\$ 7,856,484	\$392,802	\$ 7,463,245
Broadway Apartments II	\$ 2,073,810	\$103,691	\$ 1,970,119
Total	\$15,184,669	\$759,233	\$14,425,436

Notes: Market value for each project is estimated with the following assumptions:

- (1) Obtained from the City of El Cajon's *Comprehensive Housing Affordability Strategy (CHAS)*, Fiscal Year 1991/1992, average market rent for 1-bedroom is \$445, 2-bedroom is \$544, and 3-bedroom is \$684
- (2) Average bedroom size for 1-bedroom assumed at 600 square feet, 2-bedroom at 750 square feet, and 3-bedroom at 900 square feet
- (3) Vacancy rate = 5 percent
- (4) Annual operating expenses per square foot = \$3.30
- (5) Market value = Annual net project income \* multiplication factor
- (6) Multiplication factor for a building in poor condition is 10 (eg. Key Largo); for a building in good condition is 12.5 (eg. Broadway Apartments I and Broadway Apartments II)

Under both ELIHPA and LIHPRHA, HUD will provide mortgage loan insurance on acquisition loans for up to 95 percent of the equity to priority purchasers. If, theoretically, these three projects were sold to qualified non-profits prior to extending the 20-year mortgages with the current owners, a total downpayment of \$759,233 would be required to transfer the ownership of Key Largo, Broadway Apartments, and Broadway Apartments II to non-profit or public agencies.

Given the good condition of Broadway Apartments I and Broadway Apartments II, project maintenance costs are likely to be low. According to HUD officials, Key Largo requires some rehabilitation work to bring the project to above average condition. This analysis assumes the potential non-profit buyer will be able to secure financial assistance from local, state, or federal sources to complete the required rehabilitation work. Therefore, it is assumed that rental income and HUD Section 8 subsidies will defray monthly mortgage and maintenance costs.

*Rent Subsidy:* When all efforts to prevent conversion fail and the low-income use restrictions on the at-risk units expire, Section 8 certificates can be used to subsidize the property owners for extending the affordability of those units. Under the Section 8 certificate program, HUD pays owners the difference between what tenants can pay (defined as 30 percent of household income) and what HUD and the local Housing Authority estimate to be Fair Market Rent on the unit.

Section 8 certificates are only available to very low-income households - households earning less than 50 percent of the County median income. The 1991 HUD median income for the San Diego County is \$41,300. Assuming the average very low-income household has an income at 30 percent of the County median income, the average income of Section 8 recipients in San Diego County would be \$12,390. Under these assumptions, monthly housing costs affordable to Section 8 recipients are estimated to be approximately \$310 (based on HUD's definition of affordable housing costs as 30 percent of household income).

According to the San Diego County Housing Authority, Fair Market Rent is \$606 for a one-bedroom unit, \$711 for a two-bedroom unit, and \$881 for a three-bedroom unit. Thus, the difference between housing cost affordable to very low-income households and the Fair Market Rent is \$296 for a one-bedroom unit, \$401 for a two-bedroom unit, and \$571 for a three-bedroom unit.

Because Section 8 certificates are only available to very low-income households, use of Section 8 subsidies as a means of extending affordability controls on the City's at-risk units would not benefit tenants that are low-income. As previously shown in Table 1, 101 of the rent-restricted units are currently occupied by very low-income households. Given the bedroom mix of all at-risk units, there are estimated 27 one-bedroom, 50 two-bedroom, and 24 three-bedroom rent-restricted units currently occupied by very low-income households. Section 8



subsidies required to maintain the affordability of these units would be approximately \$41,746 monthly, or \$500,952 annually.

**Replacement Costs:** Key Largo, Broadway Apartments I, and Broadway Apartments II are subject to provisions of federal law which restrict prepayment. Nonetheless, possibility of prepayment and conversion to market rate housing exists. The following analysis estimates the costs of replacing the Key Largo, Broadway Apartments I, and Broadway Apartments II projects.

The cost of developing new housing depends on a variety of factors such as density, size of units, location and related land costs, and type of construction. In general, land costs in Southern California are quite high. The costs provided in Table 22 reflect a variety of projects, ranging in size from two to five bedrooms and in density from 12 to 25 dwelling units per acre. While the estimates are not specifically tailored to the cost of replacing the units at risk in El Cajon, they provide an order of magnitude reference for estimating these costs.

Key Largo consists of 132 units - 20 one-bedroom, 70 two-bedroom, 42 three-bedroom units. Broadway Apartments I has 28 one-bedroom, 91 two-bedroom, and 42 three-bedroom units. Broadway Apartments II has 44 one-bedroom and 8 two-bedroom units. Using an average of the cost estimates provided above, the estimated cost of replacing the total 345 units in these projects would be \$32,257,500, requiring a minimum downpayment of \$3,225,750.

**TABLE 22  
UNITS AT RISK REPLACEMENT COSTS**

Cost Category	Per Unit Cost Range	Average
Land Costs	\$20 - 30,000/du	\$25,000
Construction Costs	\$50 - 70,000/du	\$60,000
Other (Financing, Architectural, etc.)	\$ 7,000 - \$10,000	\$8,500
	-----	-----
TOTAL	\$77,000 - \$110,000	\$93,500

## **Cost Comparison**

The cost to build new housing to replace the 345 at-risk units is high, with an estimated total cost of \$32,257,500 and an associated downpayment cost of \$3,225,750. These cost estimates are substantially higher than the total cost to preserve the 345 at-risk units in El Cajon by means of transferring ownership, which is estimated at a total cost of \$15,184,669, with a downpayment cost of \$759,233.

Use of Section 8 subsidies has several drawbacks. First, only very low income households are eligible, rendering only 101 households of the total 345 at-risk households in the City eligible for assistance. In addition, rent subsidies do not ensure long-term unit affordability. The costs associated with rent subsidies are high, requiring approximately \$500,952 annually.

HUD is committed to providing subsidies for the preservation of the federally assisted units. Both transferring project ownership to non-profit organizations and maintaining projects as low-income under existing owners are preferred options to preserve the at-risk housing. However, transfer of project ownership is less restrictive under ELIHPA than under LIHPRHA and high downpayment costs remain an important constraint to non-profit organizations.

## **Resources for Preservation**

This section discusses two types of resource available for preserving "at risk" units: a) financial resources potentially available to purchase or supplement existing units, or to build replacement housing, and b) entities with the interest and ability to purchase and/or manage replacement units.

**Financing/Subsidy Resources:** There are a variety of potential funding sources available for potential acquisition, subsidy, or replacement of units at risk. Due to both the high costs of developing and preserving housing and limitations on both the amount and uses of funds, a variety of funding sources may be required.

**HUD Funds:** Under ELIHPA and LIHPRHA, HUD will provide the owners of Key Largo, Broadway Apartments I, and Broadway Apartments II with incentives which enable them to raise rents and refinance a portion of their equity, while extending low-income use restrictions of the projects. The difference between the tenant's portion of the rent and market rent will be covered by Section 8 contracts. Should a nonprofit instead take ownership of the project, the following HUD incentives would be offered:

- Mortgage insurance for acquisition loans for 95 percent of equity.
- Project-based Section 8 contracts, with HUD-subsidized rents set at levels high enough to provide an eight percent return to owners who

retain the project or to cover debt service on an acquisition loan for new purchasers;

- Grants to non-profit buyers that would fill any gap between fair market rent or local market rent (whichever is higher) and allowable rents.

**CDBG Funds:** Through the Community Development Block Grant (CDBG) program, HUD provides funds to local governments for funding a wide range of community development activities. CDBG monies are one of El Cajon's primary source of funds for low and moderate income housing assistance. CDBG funds have been used for a variety of eligible purposes, and will continue to be used to stabilize neighborhoods and preserve and upgrade the existing housing stock. Use of funds in previous fiscal years include housing rehabilitation, social services, and the improvement of public/community facilities. El Cajon's CDBG allotment from HUD for the 1991/1992 fiscal year is \$875,000. The City can potentially direct a portion of the CDBG funds toward the preservation of assisted housing.

**Redevelopment Set-Aside:** Between 1987 and 1992, the City's Redevelopment Agency has accumulated approximately \$1.1 million in the Redevelopment Housing Set Aside Fund. The Agency is in the process of acquiring a site for the development of a 100-unit senior citizens housing complex. This project will be available to very low income households. The Agency plans to fund both property acquisition and site construction activities. Funding of this project will result in commitment of set-aside funds through 1998. However, the Agency is considering issuing a bond at the end of 1992 which would provide additional monies for housing.

**General Revenues:** The City does not currently fund housing programs out of general revenue funds and, consequently, does not have any general revenue funds set aside or available for housing.

**Administrative Resources:** An alternative to providing subsidies to existing owners to keep units available as low-income housing is for public or non-profit agencies to acquire or construct housing units to replace "at risk" units lost to conversion. Non-profit ownership assures the future availability of purchased units as low-income housing. Several public and non-profit agencies are currently active or have expressed an interest in purchasing and/or managing at-risk, low-income housing projects in San Diego County.

**Civic Center Barrio Housing Corporation:** This non-profit housing corporation has been operating in the Orange County for 16 years and has recently been expanding its work into San Diego County. Barrio Corporation owns and operates just under 100 housing units in the County of Orange and is in the process of developing a 28-unit project in San Diego County (Chula Vista).



*Mexican American Anti-Poverty Advisory Committee Project (MAAC):* The MAAC Project is a multi-purpose social services agency with an annual budget of \$5 million. During the last seven years, the agency has become involved in minor residential rehabilitation projects and is currently developing a 150-unit low-income project in the City of San Diego. MAAC has expressed interest in becoming involved in purchasing and/or managing units at risk in San Diego County.

*San Diego Interfaith Housing:* Founded in 1968, San Diego Interfaith Housing Foundation is a tax-exempt, charitable foundation organized by churches interested in addressing the housing needs of low and moderate income families, the elderly, and handicapped persons. Interfaith Housing owns and manages three Section 8 projects totaling 232 units as well as a 90-unit project funded through the State Rental Housing Construction Program and tax credits. Approximately 85 percent of the tenants of these projects are low-income.

San Diego Interfaith has an annual operating budget of approximately \$150,000 and has nearly \$10 million in real property assets. The organization is eager to participate in joint partnerships with local jurisdictions to purchase and manage units at risk.

*San Diego County Department of Housing and Community Development:* The San Diego Department of Housing and Community Development serves as the local Housing Authority and currently operates over 2,000 Section 8 housing units and has developed, or is in the process of developing, housing projects totaling approximately 200 units. The department currently owns 83 housing units. The Department has expressed an interest in purchasing and managing units which would otherwise lose their subsidized status. However, the Housing Authority does not currently have any funds reserved for this purpose, and is reliant on funding from HUD and local matching assistance.

*Southern California Presbyterian Homes (SCPH):* SCPH is an experienced non-profit housing developer based in Glendale. Utilizing a variety of federal, state, and local funds, SCPH has developed the following six low-income independent living facilities in Southern California: 1) Casa de la Paloma (167 units), Glendale; 2) Sycamore Terrace (100 units), Upland; 3) Park Paseo (100 units), Glendale; 4) Royal Vista Terrace (75 units), Duarte; 5) Covenant Manor (100 units), Long Beach; and 6) Guadalupe Manor (71 units), Fountain Valley. SCPH is also constructing a 22-unit affordable housing senior project funded through the City of Glendale's tax credit programs. Target residents for this project are those with limited income but do not qualify for rental assistance under HUD's low-income category. SCPH has expressed interest in managing or acquiring at-risk units in San Diego County.

## **Quantified Objectives**

A total of 345 units in three HUD Section 236(J)(1) projects are at risk of converting to non-low-income use prior to July 1, 1996. No units are eligible to convert between July 1, 1996 and July 1, 2001.

It is the objective of the City to either retain or replace as low-income housing all 345 at-risk units in the City. A comparison of current costs of preservation and current potential resources available indicates that preservation of the "at risk" units may be feasible. The City will continue to pursue new opportunities to replace low-income restricted units lost through conversion to market rate units. Policies and programs for preservation of "at risk" units are set forth in the Housing Plan section of the Housing Element.

## *Summary of Housing Need*

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### III. SUMMARY OF HOUSING NEED

Assuring the availability of adequate housing for all social and economic segments of El Cajon's present and future population is a primary goal of the City. To implement this policy, the City must target its programs and monetary assistance toward those households with the greatest need. This is a summary of the major housing need categories in terms of income groups as defined by Federal and State law. It includes the City's share of regional housing need as contained in the Regional Housing Needs Statement (RHNS) prepared by SANDAG pursuant to Section 65584 of the Government Code. The City recognizes the special status of very low and lower income households, which in many cases are also elderly, single-parent, or large family households. City housing programs focus on these households. As summarized in Table 23, the groups most in need of housing assistance in the near future include the following:

- (1) *New Residents*: The City of El Cajon has an identified future housing need of 2,055 new households between 1991-1996, translating to an additional 5,400 residents. At least 40 percent of these units should be targeted towards lower income households.
- (2) *Units in Need of Repair*: The City's 1991/1992 Comprehensive Housing Affordability Strategy (CHAS) identifies 3,602 units (10.4 percent) in El Cajon as substandard, and are either in need of rehabilitation or replacement. Of these substandard units, 1,053 are rental units and 2,549 are ownership units. Nine-two percent of substandard housing is identified as suitable for rehabilitation.
- (3) *Overpaying Households*: Sales and rental rates for housing units in the City are at a level such that an estimated 6,398 lower income households are paying more than 30 percent of their income for housing. Certain households in El Cajon may have a more difficult time finding decent, affordable housing, such as seniors, large families and female-headed households.

These specific areas - expected growth, substandard housing, over payment for housing and households with special needs - are areas where the City can target its efforts toward realizing its goal for the provision of adequate housing.

**TABLE 23**  
**CITY OF EL CAJON**  
**EXISTING AND PROJECTED HOUSING NEEDS**

Overpaying Households		Special Needs Households	
Total	11,211	Elderly	9,689
Low Income	6,398	Handicapped	8,889
Renter	5,619	Large Households	3,376
Owner	779	Female-Headed w/Children	3,440
		Homeless	89
Units in Need of Repair		Household Growth: 1991-96	
Total Substandard	3,602	Total	2,055
Need Rehabilitation	3,279	Very Low Income	473
Need Replacement	323	Low Income	349
		Moderate Income	432
		Upper Income	801

Note: Special needs figures cannot be totaled because categories are not exclusive of one another.

Sources: 1988-1991 Housing Assistance Plan (HAP), City of El Cajon.  
U.S. Department of Commerce, Bureau of the Census, 1990 Report.  
1991 Comprehensive Housing Affordability Strategy (CHAS), City of El Cajon



## *Constraints on Housing Production*

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## **IV. CONSTRAINTS ON HOUSING PRODUCTION**

### **A. MARKET CONSTRAINTS**

The high cost of renting or buying housing is the primary ongoing constraint to providing adequate housing in the City of El Cajon. High construction costs, labor costs, land costs and market financing constraints are all contributing to decreases in the availability of affordable housing.

#### **Construction Costs**

The single largest cost associated with building a new house is the cost of building materials, comprising between 40 to 50 percent of the sales price of a home. According to the Construction Industry Research Board, overall construction costs rose over 30 percent during the past decade, with rising energy costs a significant contributor. Construction costs for wood frame, single-family homes of average to good quality range from \$45 to \$60 per square foot, custom homes and units with extra amenities run substantially higher. Costs for wood frame, multi-family construction average around \$42 per square foot, exclusive of parking. Construction of subterranean parking commands a much higher cost than surface parking, although most residential parking in El Cajon is and will continue to be at grade.

Lower housing costs can be achieved with the following factors: a) reduction in amenities and quality of building materials (above a minimum acceptability for health, safety, and adequate performance); b) availability of skilled construction crews who will work for less than union wages; and c) use of manufactured housing (including both mobile home and modular housing). An additional factor related to construction costs is the number of units built at the same time. As the number of units developed increases, construction costs over the entire development are generally reduced based on economies of scale. This reduction in costs is of particular benefit when density bonuses are utilized for the provision of affordable housing.

#### **Land Costs**

El Cajon is approaching a buildout with little vacant land remaining for residential or other development. Future residential development potential rests upon the recycling of existing sites. Residential land in the developed parts of El Cajon in 1991-1992 averaged between \$30 and \$45 square foot. Land zoned for higher densities commands a higher market price. Density bonuses rather than zoning changes may be the preferred vehicle for providing affordable housing as it would require that a portion of the new units be reserved at fair market rents and/or would be occupied by low income households.



## Financing

While interest rates have fallen more than 10 percent from their near 20 percent high in the early 1980s, they still have a substantial impact on housing costs which is felt by renters, purchasers and developers. Predevelopment, construction, and long-term financing on housing production affects the selling price of a home. Financing on a home mortgage affects the affordability of homeownership to potential buyers. Most conventional financing now utilizes variable rates. The ability of lending institutions to raise rates to adjust for inflation will cause many mortgage holders to overextend themselves financially, as well as returning to a situation where high financing costs substantially constrain the housing market. An additional obstacle for the first-time home buyer is the downpayment of 10 to 20 percent required by lending institutions.

Interest rates are determined by national policies and economic conditions, and there is little that local governments can do to affect these rates. Jurisdictions can, however, use mortgage revenue bonds and other financing mechanisms and incentives to encourage the production of low-cost housing. Jurisdictions can also offer interest rate write-downs to extend home purchase opportunities to lower income households. In addition, government insured loan programs may be available to reduce mortgage downpayment requirements.

Because of the current economic recession, interest rates for home mortgage loans are low relative to rates in the 1980's. Current adjustable rate is about 5.5 percent with a cap of 12.5 percent and a loan fee of 1.5 points. Current fixed rate for 30 years is about 9.1 percent with a loan fee of 1.25 points. According to the 1990 Census, median value for an ownership unit in El Cajon is \$158,000. A potential buyer would have to earn more than \$32,300 annually to qualify for an adjustable interest rate loan of \$142,200. A downpayment of \$15,800 and a loan fee of \$2,133 would be required for this loan. Monthly mortgage payment would begin at \$807 but could potentially increase to much higher as interest rates begin to rise, causing a financial constraint on the mortgage holder. A potential buyer would have to earn more than \$46,200 annually to qualify for a loan of \$142,200 at fixed rate. A downpayment of \$15,800 and a loan fee of \$1,778 would be required for this loan. Monthly mortgage payment would be fixed at approximately \$1,154. Given the 1989 median household income of \$28,108 for the City of El Cajon, more than half of the City's households cannot afford homeownership in the City.

Under the amended Home Mortgage Disclosure Act (HMDA) of 1989, certain lending institutions are required to disclose not only the number, amount, and location (by census tract) of mortgage and rehabilitation loans originated or purchased, but also the income, gender and race distributions of the applicants. In 1990, a total of 1,156 FHA, FMHA, VA, and conventional home mortgage loans were made to households in El Cajon by HMDA leaders. According to the 1990 HMDA report, there are six lower income tracts in El Cajon - 157.01, 157.02, 158.00, 159.00, 162.02, and 163.00; all six tracts have an above City

average concentration of minority population. The HMDA report indicates that residential mortgage loans are generally available to households in these lower income tracts, with the exception of Tract 157.01. Median household income in Tract 157.01 was the lowest in the City and there were more conventional loans denied than approved by HMDA lenders. No FHA, FMHA, or VA loans were made to households in this tract in 1990.

### **Profit, Marketing and Overhead**

Developer profits may comprise 12 to 15 percent of the selling price of single-family homes. Developer profits for condominiums and other multifamily homes are slightly lower. Rising marketing and overhead costs have contributed to the rising costs of housing. Inflation has spurred much of the increase in marketing and overhead. Intense competition among developers has necessitated more advertising, more glamorous model homes and more expensive marketing strategies to attract buyers.

## **B. GOVERNMENTAL CONSTRAINTS**

Housing affordability is affected by factors in both the private and public sectors. Actions by the City can have an impact on the price and availability of housing in the City. Land use controls, site improvement requirements, building codes, fees and other local programs intended to improve the overall quality of housing may serve as a constraint to housing development.

### **Land Use Controls**

The Land Use Element of the General Plan and corresponding zoning provide for a full range of residential types and densities dispersed throughout the City. The current Land Use Element has designated 8,885 acres (70.7%) of the City's total land inventory for residential uses, including single-family homes, multi-family units, mobile homes and group quarters. Residential densities in El Cajon cover a wide spectrum, including the following categories:

1. Low-Low Density (3 or less units/acre);
2. Low Density (3-10 units/acre);
3. Low-Medium Density (10-18 units/acre);
4. Medium Density (18-20 units/acre);
5. High Density (20-30 units/acre).

In addition to these residential categories, the El Cajon General Plan also provides opportunities for the integration of residential uses in traditionally commercial areas. The Residential Professional category provides for residential developments integrated with office uses. The Downtown Master Design Plan specifically encourages higher density housing in downtown El Cajon as a means of enhancing economic vitality. The City is in the process of developing a



Specific Plan as an implementation tool which will offer incentives for housing in the downtown.

El Cajon has design guidelines against which site development plans are reviewed by staff. Variances and conditional use permits are reviewed by the Planning Commission and specific plans, planned unit developments and planned residential developments by the City Council. All appeals of any decisions regarding building elevations will be considered by the City Council.

El Cajon's residential development standards can be summarized as follows.

Characteristics of Lot, Location, and Height	R-E-40	R-E-20	R-S-14	R-S-9	R-1-6	R-2-R	R-2	R-3-R	R-3	R-4	R-5	R-P
Density	1 du/ac	2 du/ac	3 du/ac	4.8 du/ac	7 du/ac	7 du/ac	10 du/ac	17 du/ac	20 du/ac	29 du/ac	No max	20 du/ac
Lot Area (s.f.)	40,000	20,000	14,000	9,000	6,000	6,000	6,500	7,000	7,000	7,000	20,000	7,000
Width	100	100	90	70	60	50	65	70	70	70	100	70
Front Setback	30	20	20	20	20	20	20	20	10	10	20	10
Side Setback	15-20	6-20	6-20	6-20	5-20	5-20	6-10	6-10	6-10	5-10	15-20	5-10
Rear Setback	25	25	25	25	15	10	12	12	12	10	15	12
Height	35	35	35	35	35	20(a)	35	20(a)	35	45	No max	35
Coverage	30%	40%	40%	40%	40%	40%	50%	55%	55%	60%	50%	55%

(a) The maximum height of buildings in Zones R-2-R and R-3-R may be increased by Special Plan.

The City requires two (2) off-street parking spaces for each unit plus a specified curb frontage. For multi-family development with units of 2 or more bedrooms the requirement is 2.25 spaces.

The City requires a Conditional Use Permit (CUP) for a second-family unit or "Granny" flat. The application for a CUP costs \$100 and requires a public hearing by the Planning Commission. The processing time is six weeks from submittal of a complete application to the Planning Commission public hearing and then a two-week appeal period after the Planning Commission makes its decision. If there are no appeals, the total processing time is eight weeks. If an appeal is filed, an additional four weeks is added. Once the CUP is approved and all conditions satisfied, a building permit can be processed as described



above. The City has been effective in implementing its ordinance and has received 43 applications since its adoption in 1984.

### **Fees and Improvements**

Because El Cajon is almost completely built-out, there are few large tracts of vacant land unserved by the City's infrastructure. Consequently, site improvement costs vary little but are dependent on site location, proximity to existing facilities, and other variables.

The City charges various fees and assessments to cover the cost of processing permits and providing certain services and utilities. Table 24 summarizes the City's fee requirements for residential development. These fees are not considered excessive in light of the direct services provided by the City during the development review and approval process. The City does not now, nor does it plan to, charge the type of impact fees common in many developing municipalities. The exclusion of such costly impact fees effectively reduces the cost of developing housing in El Cajon.

In addition to City fees charged at the time building permits are issued, developers are required to pay school impact fees to the Cajon Valley Elementary School District, La Mesa-Spring Valley School District, Santee Elementary School District and the Grossmont Union High School District. The amount of these fees is controlled by State law and currently is \$1.58/square foot for residential and \$0.26 square foot for commercial and industrial development.

Through the policies and programs of the Housing Element, the City proposes to monitor all regulations, ordinances, departmental processing procedures, and residential fees to assess their impact on housing costs, and will offer reduced development fees for the provision of affordable and senior citizen housing.

### **Building Codes and Enforcement**

The City of El Cajon has adopted the Uniform Building Code (1988). This code is considered to be the minimum necessary to protect the public health, safety and welfare. No local amendment to the code has either been initiated or approved which directly affect housing standards or processes, with one exception. The City has adopted a local fire sprinkler ordinance which requires the installation of automatic sprinkler systems in apartment buildings three or more stories or containing more than 15 dwelling units. Sprinklers add approximately \$1.00 per square foot in construction costs.

**TABLE 24**  
**CITY OF EL CAJON**  
**PLANNING FEE SCHEDULE**

DEVELOPMENT PROCESS	RELATED FEE
<b>Planning and Zoning</b>	
Variance	\$100.00
Conditional Use Permit	100.00
Specific Plan	400.00
General Plan Amendment	750.00
Zone Reclassification	400.00
Zoning Ordinance Amendment	400.00
<b>Subdivisions</b>	
Tentative Subdivision Map	\$ 500 + \$5/lot
Planned Residential Development	400.00
Tentative Parcel Map	500 + \$5/lot
Certificate of Compliance	100.00
Extension Requests/Revisions	50.00
<b>Miscellaneous Charges for Current Services</b>	
Initial Study	\$100.00
Environmental Impact Report (EIR)	750.00
Site Development Plan	250.00
Appeals*	100.00

\* Fee of \$50.00 for non-public hearing items.

Source: City of El Cajon, Planning Department, July 1, 1990.

## **Local Processing and Permit Procedures**

The creation of new lots for new single family development requires the processing of a Tentative Parcel Map (TPM) (if four lots or less) or a Tentative subdivision Map (TSM) (five lots or more). The filing fees for a TPM and TSM are the same; \$500 plus \$5 per lot. The process in both involves a public hearing by the Planning Commission which usually is held within 6 weeks of the submittal of a complete application.

The Planning Commission decision, if approved, is forwarded to the City Council for a second public hearing within thirty days. The City Council makes the final decision and establishes the final conditions of approval.

Once a TPM or TSM is approved, a final parcel or subdivision map must be prepared and recorded before the new lots are considered suitable for construction. The processing of a final parcel or subdivision map is coordinated by the City Engineer. Depending upon the complexity of the parcel or subdivision map, the amount of time necessary to process a final parcel or subdivision map averages about nine months, although typically about half of that time is under the control of the applicant to make revisions or corrections.

Once the map is recorded, a building permit must be issued before a single family residence can be built. The building permit process requires review by the Planning, Public Works, Fire and Building Departments and the average processing time is about 3 weeks.

The construction of apartments requires the approval of a Site Development Plan (SDP) which is a staff administered process to obtain the comments from the Planning, Public Works, Fire and Building Departments as well as the comments from School Districts, Water Districts and the power company. This application costs \$250 and includes a 30-day process to arrive at a preliminary decision to approve, approve subject to conditions or to deny.

Once the SDP is approved, the applicant can submit plans for building permits which, on average, take about 3 weeks.

The construction of new condominiums or other common interest subdivision or the conversion of existing residential development to condominiums requires the processing of a Planned Unit Development (PUD) and a TPM or TSM. The PUD application fee is \$400 and the fee for a TPM or TSM is \$500 plus \$5 per lot. Both the PUD and TPM or TSM are processed simultaneously as public hearing items before the Planning Commission and City Council as described above. The processing times for a PUD are consistent with those for a TPM or TSM as described above.

Occasionally, the City uses the Specific Plan (SP) process to review residential developments. An SP application costs \$400 and involves a public hearing by the



Planning Commission and a second public hearing by the City Council. The process takes 10 weeks. Once an SP is approved, the conditions of approval must be satisfied before an ordinance is adopted. Once the Specific Plan ordinance is effective, building permits can be processed as described above.

### **C. INFRASTRUCTURE CONSTRAINTS**

Providing adequate infrastructure, including major and local streets, curbs, gutters, sidewalks, water and sewer lines, and street lighting adds to cost of new construction. In most cases, these improvements are dedicated to the City, which is then responsible for maintenance. The cost of these facilities is borne by developers, is added to the cost of new housing units, and eventually is passed on to the homebuyer or property owner.

Portions of the City where the public improvements are outdated, substandard or not fully installed require up-grades with new development. The costs associated with infrastructure improvements will vary depending upon the area in which the development proposal is located.

*Housing Opportunities*

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## **V. HOUSING OPPORTUNITIES**

### **A. AVAILABILITY OF SITES FOR HOUSING**

This section of the Housing Element evaluates the potential additional residential development which could occur in El Cajon under current General Plan and zoning. Table 23 quantifies the number and type of dwellings which can be constructed.

#### **Vacant sites**

As an older community, virtually all of El Cajon's residential neighborhoods are built out. Vacant sites primarily consist of individual scattered lots in existing neighborhoods, and development occurs through infill on existing parcels.

As part of the 1992 SANDAG Series VIII Regional Growth Forecast, SANDAG quantified vacant acreages in El Cajon by zoning category. As illustrated in Table 25, a total of 294 acres of vacant land are currently planned for residential development in El Cajon, supporting approximately 2,100 dwelling units. The majority of the City's vacant acreages are located in lower density areas, many of which are characterized by hillside topography. Significant development potential does however remain in the City's higher density zones on smaller infill parcels.

#### **Underutilized Sites**

In addition to development on vacant lands, there is also substantial potential in El Cajon for residential development on sites which are currently developed at densities lower than those permitted under zoning. It is through this "intensification" that much of the City's residential growth has been accommodated in recent years.

Utilizing the SANDAG Series VIII database, City staff has calculated the amount of residential development which could occur in the City's multi-family residential areas on underutilized properties. Approximately 75 acres of underutilized land was identified, yielding a net increase of 738 units above existing development. Assuming one-quarter of these units are developed during the five year planning period, a total of 184 units could be anticipated. In highly developed areas like El Cajon, underutilized parcels serve a key role in providing sites for higher density housing. The City will encourage the intensification of underutilized parcels as permitted under zoning as a means of expanding affordable housing opportunities.

# THE HISTORY OF THE

REIGN OF

CHARLES THE FIRST

BY

JOHN BURNET

OF THE UNIVERSITY OF OXFORD

IN TWO VOLUMES

THE SECOND VOLUME

CONTAINING

THE

**TABLE 25**  
**CITY OF EL CAJON**  
**1991-1996 POTENTIAL RESIDENTIAL DEVELOPMENT SUMMARY**

Zoning Category	Vacant Land		Underutilized Land			Second Units	Target Housing Sites			Totals	
	Acres	DUS	Acres	DUS		Expected DUS	Acres	DUS		Acres	Expected DUS
				Pot'l	Expected			Pot'l	Expected		
R-E (2 du/ac)	21.6	43								21.6	43
R-S (4.8 du/ac)	151.0	714								151.0	714
R-1, R-2-R (7 du/ac)	80.0	581				25(a)				80.0	606
R-2 (10 du/ac)	2.1	21	6.5	15	4					8.6	25
R-3-R (17 du/ac)	10.7	186	13.2	145	36					23.9	222
R-3 (20 du/ac)	14.2	284	38.1	384	96					52.3	380
R-P (20 du/ac)	11.9	238	16.4	177	44					28.3	282
R-4 (29 du/ac)	2.6	74	.75	17	4		37.1(b)	494	165	40.5	243
R-5 no max	-	-	-	-							
Specific Plan							16.9(c)	357	210	16.9	210
<b>TOTALS</b>	<b>294.1</b>	<b>2,141</b>	<b>74.9</b>	<b>738</b>	<b>184</b>	<b>25</b>	<b>54</b>	<b>851</b>	<b>375</b>	<b>423.0</b>	<b>2,725</b>

Source: SANDAG Series VIII Growth Forecast, City of El Cajon Planning Department

- a) While second units are permitted in all residential zones, for purposes of calculations, they are assumed to occur in R-1 zones.
- b) Includes 37.1 acres adjacent the Transit Center.
- c) Includes 2-acre senior housing site, and 7.2 acre mixed use area south of Main Street, 3.6 acres immediately east of downtown, and 4.1 acres immediately west of downtown.





## **Second Units**

Intensification of development in existing residential areas can also occur through the addition of "second units" on single-family lots. Second units, or granny flats as they are commonly known, are dwelling units constructed on the same parcel on which the primary single-family unit is located, providing independent living quarters which the homeowner may rent out or provide for a family member or other person(s). Second units provide a cost effective means of serving additional development through the use of existing infrastructure, and provide affordable housing for very low income households.

The City has adopted an ordinance to facilitate and regulate the development of second units. Second units are permitted on any residentially zoned lot which contains a single-family dwelling. While the ordinance does require a Conditional Use Permit for development of second units, reasonable parking and other requirements have been established so as not to discourage their development. The City has consistently approved second unit applications, and has received 43 applications since adoption of the ordinance in 1984. In order to further encourage the creation of second units, the City will initiate a process to inform homeowners and developers of the opportunity to add second units. The goal of the Housing Element will be to achieve 25 second units during the five year planning period.

## **Target Housing Sites**

The City has identified the following new target areas for the development of high density housing within the five year time frame of the Element. Figure 4 depicts the location and size of each target area, all of which are within the El Cajon Redevelopment Project Area. Location of these sites within a Project Area will enable the Redevelopment Agency to provide additional incentives for development.

**Downtown Specific Plan:** In 1989, the Mayor of El Cajon established a blue ribbon task force to prepare a report studying the opinions of residents and businesses to develop policy direction for the City to follow through the year 2000. One of the major recommendations of "Vision 2000" was to develop an Urban Design Plan to facilitate the timely and integrated redevelopment of downtown El Cajon.

To put the Vision 2000 mandate into practice, a Downtown Master Design Plan was developed for the 77 acre downtown civic center area which extends both north and south of Main Street. The Plan promotes the inclusion of residential in the downtown as a means to "add to the pedestrian traffic, assist in creating the all day use patterns, as well as providing the urban village atmosphere and the higher density usage patterns." The City is currently in the process of developing a Specific Plan to implement the Design Plan and more specifically





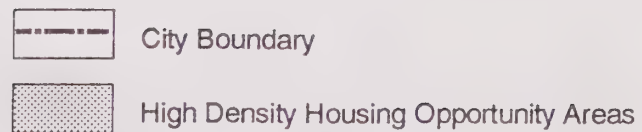
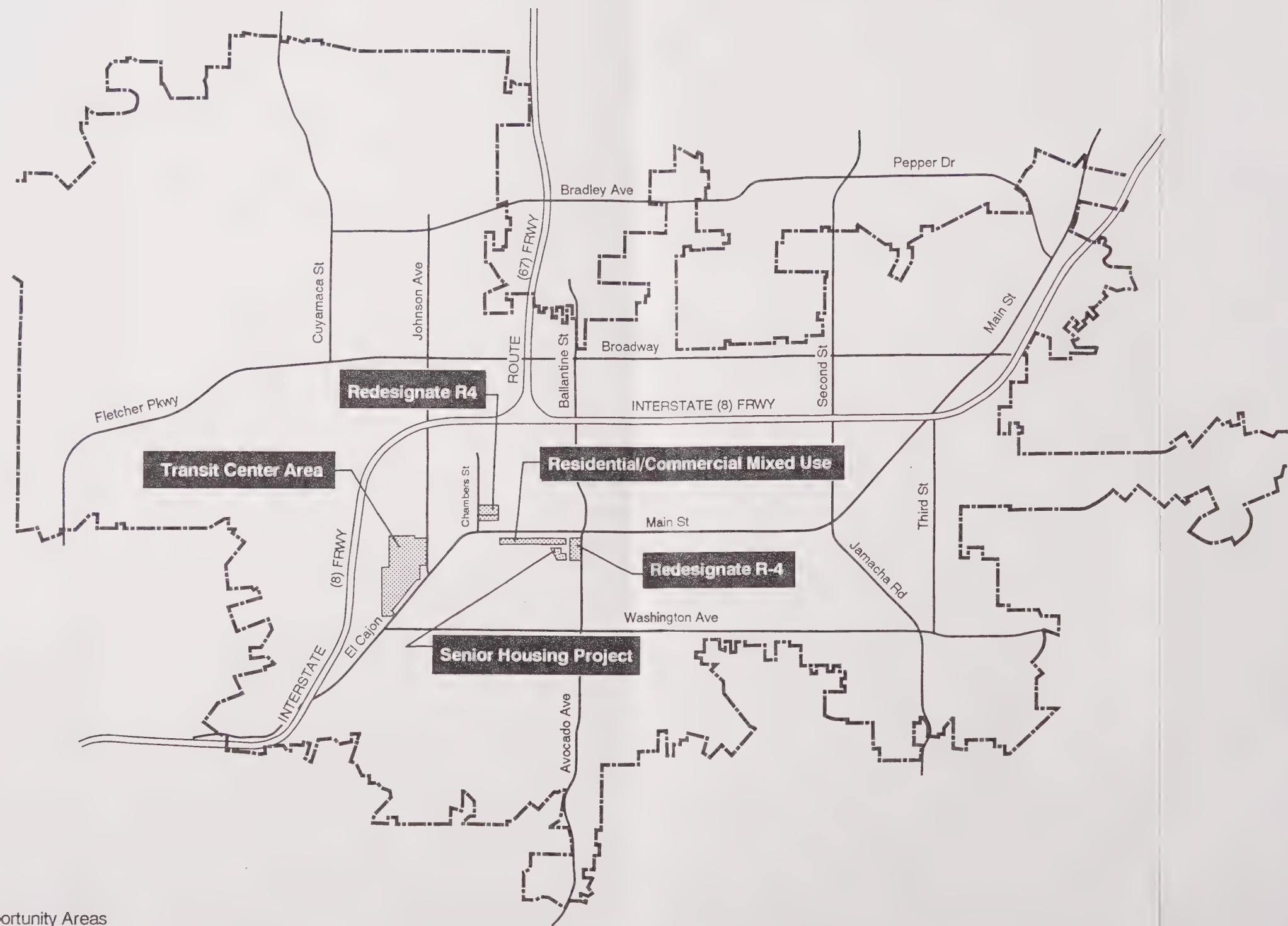


Figure 4  
Housing Opportunities



define land uses in the downtown. The time frame for adoption of the Specific Plan is by the end of 1992.

The first major residential project to be developed in the Specific Plan area is a 100 unit senior citizen rental housing project. The El Cajon Redevelopment Agency is utilizing redevelopment set-aside funds to write-down land and construction costs on the project to achieve affordability to very low income households. Units shall be rent restricted for a minimum of 40 years. The project is anticipated to be ready for occupancy in 1993.

In addition to the senior housing project, the City has identified a 7.2 acre area as a target area for residential/commercial mixed use in the downtown. This area stretches between Sunshine and Claydelle avenues and is located immediately south of the commercial uses along Main Street, thereby providing a buffer for residential development. Existing low intensity, marginal commercial uses are currently developed in this area, and are targeted by the Redevelopment Agency for redevelopment. The Specific Plan will provide for both residential uses above ground floor commercial and stand alone residential projects in this area. An average development intensity of .25 FAR (floor area ratio) is anticipated, translating to a residential density of 25 units/acre. Given this average density, a total of 180 units could be developed in this 7.2 acre area. The City will utilize the Specific Plan, as well as redevelopment authorities, to encourage the development of 90 units during the five year time frame of this Housing Element.

Two existing residential neighborhoods located immediately east and west of downtown (refer to Figure 4) are proposed to be included within the Downtown Specific Plan as a means of encouraging their transition to higher density. (As these are residential areas, they were not included in the Downtown Master Design Plan). These neighborhoods have been identified by the City as suitable for intensification, and carry out the goals of the Downtown Master Design Plan to provide increased densities to create an "urban village" environment in the downtown. Any existing residents displaced as a result of City/Agency activities will of course be provided relocation assistance. The neighborhood immediately west of downtown encompasses 4.1 acres of R-3 zoned property, the majority of which is developed with low density single-family uses; this area is designated High Density in the General Plan, providing up to 30 units/acre. The 3.6 acre neighborhood to the east of downtown is zoned R-P, and is also developed with low intensity uses; this area is designated as Downtown Redevelopment under the General Plan. The City proposes to redesignate these areas R-4, providing up to 29 units/acre. This zoning would provide for a net increase in 77 multi-family dwelling units in the area. An estimated one-quarter of the total capacity, or an increase in 20 dwelling units, can conservatively be expected to occur during the time frame of the Housing Element.

**Transit Center Area:** The City's multi-modal transit station located at Main and Marshall serves as a transit point for Light Rail Transit, bus routes, El Cajon



Express, and also serves as a station for Greyhound and Trailways bus service. Consistent with goals under the Congestion Management Plan, the City seeks to encourage higher density housing adjacent the transit center as a means of reducing vehicle trips. Immediately to the east of the rail line and transit center is an older single-family residential neighborhood comprised primarily of 7,000 square foot lots. Existing zoning is primarily R-2 (10 du/ac) and R-3 (20 du/ac).

The City will undertake several actions to facilitate the development of higher density housing in this area. The City will encourage the consolidation of two or more parcels through use of incentives, including rezoning to R-4 (29 du/ac), density bonus and other financial incentives, to facilitate development. As this area is within the El Cajon Redevelopment Project Area, the Agency can utilize redevelopment authorities to facilitate lot consolidation. The City will encourage the infill of higher density housing in this area through publicizing this as a target area for multi-family infill. A net increase of 494 high density units can be achieved in this neighborhood under densities permitted by R-4 zoning. The goal will be to achieve one third of these units, or 165 units, during the five year time frame of the Housing Element.

#### **Availability of Public Services and Facilities**

As a highly urbanized community, public facilities are available to facilitate the development throughout El Cajon. All of the land designated for residential use is served by sewer lines, water lines, streets, storm drains, telephones, electrical and gas lines.

#### **Residential Development Potential Compared with El Cajon's Regional Housing Needs**

As indicated in Table 23, the Regional Housing Needs Statement (RHNS) prepared by SANDAG has identified a future housing need for El Cajon of 2,055 dwelling units to be developed during the 1991-1996 period. Combining the residential development potential on vacant and underdeveloped parcels, from second units, and on target housing sites, an estimated 2,725 units could be expected to be developed in El Cajon during the five year time frame of the Housing Element (refer to Table 25). This would indicate the City's General Plan and zoning provide for a residential development capacity which is adequate to accommodate the City's share of regional housing needs.

In terms of development opportunities for lower income households, 40 percent (1,115) of expected residential growth has been allocated to multiple family units at 20 units/acre and above. Sites zoned R-3 and R-P (20 du/ac) can accommodate an increase of 662 dwelling units, providing capacity more than adequate to fulfill the City's regional growth need for 349 low income units. Sites to fulfill the City's need for 473 very low income households are addressed through: high density housing in downtown, including 100 units of assisted senior housing (total 210 units); designation of sites for R-4 zoning (243 units); and

provisions for second units (25 units). The City/Agency will further assist in the development of affordable housing through programs set forth in the Housing Element, including encouraging development at the upper end of the density range, density bonus, land write downs, and effective utilization of the 20 percent redevelopment set-aside fund.

## **B. OPPORTUNITIES FOR ENERGY CONSERVATION**

Under current law, El Cajon's Housing Element must include the following:

Analysis of opportunities for energy conservation with respect to residential development. Section 65583(a)(7).

By way of background, the Legislature in 1974 created the California Energy Commission to deal with the issue of energy conservation. The Commission in 1977 adopted conservation standards for new buildings. The Legislature directed the Commission to periodically improve the standards to account of state-of-the-art energy efficient building design. The Commission has recently adopted revised energy standards for new residential buildings. The revised energy conservation standards for new residential buildings have been placed in Title 24 of the California Administrative code. The new standards apply to all new residential buildings (and additions to residential buildings) except hotels, motels, and buildings with four or more habitable stories and hotels. The regulations specify energy saving design for walls, ceilings and floor installations, as well as heating and cooling equipment and systems, gas cooling devices, conservation standards and the use of nondepleting energy sources, such as solar energy or wind power.

Compliance with the energy standards is achieved by satisfying certain conservation requirements and an energy budget. Among the alternative ways to meet the energy standards are the following:

- Alternative 1: The passive solar approach which requires proper solar orientation, appropriate levels of thermal mass, south facing windows, and moderate insulation levels.
- Alternative 2: Generally requires higher levels of insulation than Alternative 1, but has no thermal mass or window orientation requirements.
- Alternative 3: Also is without passive solar design but requires active solar water heating in exchange for less stringent insulation and/or glazing requirements.

Standards for energy conservation, then, have been established. The home building industry, in turn, must comply with these standards while localities are responsible for enforcing the energy conservation regulations.

In relation to new residential development, and especially affordable housing, construction of energy efficient building does add to the original production costs of ownership and rental housing. Over time, however, the housing with energy conservation features should have reduced occupancy costs as the consumption of fuel and electricity is decreased. This means the monthly housing costs may be equal to or less than what they otherwise would have been if no energy conservation devices were incorporated in the new residential buildings. Reduced energy consumption in new residential structures, then, is one way of achieving affordable housing costs when those costs are measured in monthly carrying costs as contrasted to original sales price or production costs. Generally speaking, utility costs are among the highest components of ongoing carrying costs.

Opportunities for additional energy conservation practices include the implementation of "mitigation measures" contained in environmental impact reports prepared on residential projects in the City of El Cajon. The energy consumption impacts of housing developments may be quantified within the scope of environmental impact reports, prepared by or for the City of El Cajon. Mitigation measures to reduce energy consumption may be proposed in the appropriate section of environmental impact reports, prepared by or for the City of El Cajon. These mitigation measures, in turn, may be adopted as conditions of project approval.

Some additional opportunities for energy conservation include various passive design techniques. Among the range of techniques that could be used for purposes of reducing energy consumption are the following:

- Locating the structure on the northern portion of the sunniest area on the site.
- Designing the structure to admit the maximum amount of sunlight into the building and to reduce exposure to extreme weather conditions.
- Locating indoor areas of maximum usage along the south face of the building and placing corridors, closets, laundry rooms, power core, and garages along the north face of the building to serve as a buffer between heated spaces and the colder north face.
- Making the main entrance a small, enclosed space that creates an air lock between the building and its exterior; orienting the entrance away from prevailing winds; or using a windbreak to reduce the wind velocity against the entrance.



- Locating window openings to the south and keeping east, west and north windows small, recessed, and double-glazed.

These and any other potential state-of-the-art opportunities could be evaluated within the context of environmental impact reports and/or site plan review. Feasible site planning and/or building design energy conservation opportunities then could be incorporated into the project design. An evaluation of the potential for energy conservation could be incorporated into the permit and processing procedures of the City as discussed in Section IV-B on governmental constraints.





*Housing Plan*

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## **VI. HOUSING PLAN**

The previous chapters in the Housing Element establish El Cajon's housing needs, opportunities, and constraints. The Housing Plan presented in the following chapter presents the City's goals, policies, and programs to provide housing for El Cajon's current and future residents.

### **A. GOALS AND POLICIES**

This section of the Housing Element contains goals and policies the City will implement to address a number of important housing-related issues. Five major issue areas are addressed by the goals and policies of the Housing Element: (1) maintain the supply of sound, affordable housing through the conservation of existing sound housing stock; (2) ensure that a broad range of housing types are provided to meet the needs of both existing and future residents; (3) increase opportunities for homeownership; (4) remove constraints to the development of affordable housing; and (5) promote equal opportunity of housing choice for all residents. Each issue area and the supporting goals and policies are identified and discussed in the following section.

#### **Maintenance and Preservation of Housing**

The majority of El Cajon's housing stock is in good condition. However, ten percent of the City's dwelling units are identified by the 1991 CHAS as being in substandard condition, requiring either repair or replacement. Upgrading these units and the maintenance of aging housing stock is needed to prevent widespread deterioration. El Cajon will continue to work with the San Diego Housing Authority to preserve the City's housing stock.

**GOAL 1.0:** Maintain and enhance the quality of residential neighborhoods in El Cajon.

**Policy 1.1:** Advocate the rehabilitation of substandard residential properties by homeowners and landlords.

**Policy 1.2:** Continue to utilize the City's code enforcement program to bring substandard units into compliance with City codes and to improve overall housing quality and conditions in El Cajon.

**Policy 1.3:** Promote increased awareness among property owners and residents of the importance of property maintenance to long-term housing quality.

- Policy 1.5:** Attempt to preserve restricted low income housing in the City that is at risk of converting to non-low income use by : a) identifying financial and organizational resources available to preserve these units; and b) assisting interested agencies and/or tenants groups in forming partnerships and gaining access to financial and technical resources.

## **Housing Opportunities**

El Cajon encourages the construction of new housing units that offer a wide range of housing types to ensure that an adequate housing supply is available to meet the City's existing and future needs. Providing a balanced inventory of housing in terms of unit type (single family, multi-family, etc), cost, and style will allow the City to fulfill a variety of housing needs.

- GOAL 2.0:** Encourage the adequate provision of housing by location, type of unit, and price to meet the existing and future needs of El Cajon residents.
- Policy 2.1:** Provide a variety of residential development opportunities in the City including low density single family homes, moderate density townhomes, higher density apartments and condominiums, and residential/commercial mixed use to fulfill regional housing needs.
- Policy 2.2:** Encourage both the private and public sectors to produce or assist in the production of housing, with particular emphasis on housing affordable to lower income households, the handicapped, elderly, large families, female-headed households, and homeless.
- Policy 2.3:** Require that housing constructed expressly for low income households not be concentrated in any single portion of the City. Require housing built for low income households to have on an average the same number of bedrooms as other non-inclusionary units in a housing development.
- Policy 2.4:** Develop and adopt a Specific Plan for downtown El Cajon which, among other things, provides incentives for higher density housing in and around downtown.
- Policy 2.5:** Encourage the development of residential units which are accessible to handicapped persons or are adaptable for conversion to residential use by handicapped persons.
- Policy 2.6:** Encourage the development of new housing units designated for the elderly and disabled persons to be in close proximity to public transportation and community services.

- Policy 2.7:** Encourage the use of rehabilitation loans for room additions to help alleviate overcrowded conditions, and encourage the development of new units with three bedrooms to accommodate large families.
- Policy 2.8:** Encourage the development of childcare facilities coincident with new housing development, and evaluate the use of incentives.
- Policy 2.9:** Pursue State and Federal funding sources to expand the supply of affordable housing in El Cajon.

### **Home Ownership**

The option of home ownership in Southern California has become a privilege which is often not available to low income households or potential first time homebuyers. Rising construction and land costs have contributed to the cost of housing in El Cajon. In addition, interest rates have excluded certain households from qualifying for loans. The City will continue to facilitate the creation of affordable home ownership opportunities in its jurisdiction.

**GOAL 3.0:** Provide increased opportunities for home ownership.

- Policy 3.1:** Assist in the development of affordable housing ownership for low income residents.
- Policy 3.2:** Encourage alternative forms of home ownership, such as shared equity ownership.
- Policy 3.3:** Facilitate the purchase of units converted to condominium ownership by existing tenants through use of ownership subsidies.
- Policy 3.4:** Provide favorable home purchasing options to low and moderate income households, such as through interest rate write-downs, downpayment assistance, and mortgage revenue bond financing.

### **Removal of Constraints on Housing Development**

Governmental and non-governmental constraints to development can impede both the supply and affordability of housing. Certain governmental constraints can be minimized, such as development standards and fees, to facilitate new construction.



**GOAL 4.0: Remove governmental constraints on housing development.**

- Policy 4.1:** Continue to allow second units, condominium conversions, and residential units in office/commercial zones as specified in the City's Zoning Ordinance.
- Policy 4.2:** Encourage multi-family residential mixed use in the downtown as permitted in the Downtown Specific Plan.
- Policy 4.3:** Amend the City's Zoning Ordinance to include provisions for density bonuses and other regulatory concessions for affordable housing.
- Policy 4.4:** Allow manufactured housing in all residential zones.
- Policy 4.5:** Facilitate building permit and development plan processing for residential construction. Expedite project review of residential developments with an affordable housing component.
- Policy 4.6:** Remove or reduce development fees on affordable housing developments.

**Accessibility of Housing**

In order to make adequate provision for the housing needs of all economic segments of the community, the City must ensure equal and fair housing opportunities are available to all residents.

- GOAL 5.0: Promote equal opportunity for all residents to reside in housing of their choice.**
- Policy 5.1:** Prohibit discrimination in the sale or rental of housing with regard to race, ethnic background, religion, handicap, income, sex, age, and household composition.
- Policy 5.2:** Support Heartland Human Relations Association in serving as the City's fair housing representative.

**Compatible and Balance Development**

As an urbanized community, various land uses in El Cajon are developed in close proximity to each other. It is an on-going concern of the City to ensure that residential growth is sensitive to the existing built and natural environment. New residential development will be coordinated with the existing natural site conditions and surrounding uses.



- GOAL 6.0:** Ensure that new housing is compatible with existing development and sensitive to environmental needs.
- Policy 6.1:** Continue to maintain and develop a set of strong local ordinances intended to benefit the quality of living in residential areas and to promote high standards of aesthetics.
- Policy 6.2:** Prohibit or restrict, as appropriate, residential development within or in close proximity to airport flight patterns, freeways, railroads, industrial areas, areas subject to flooding or geologic hazards or any other areas determined to be incompatible or inharmonious.
- Policy 6.3:** Encourage the design of residential developments which are buffered from nearby commercial and industrial areas, freeways and railroads and avoid fronting on major (primary and secondary) streets.
- Policy 6.4:** Require residential developments to respect the natural topography by avoiding excessive grading and promoting planned or clustered developments in hillside and other areas containing sensitive physical and biological features and open spaces worthy of preservation.
- Policy 6.5:** Encourage residential developments which form neighborhood units with both natural (streams, ridgelines, etc.) and man-made (major streets, etc.) boundaries and which focus on schools, parks and other activity centers in order to create neighborhood focal points to foster social interaction within the neighborhood.

## **B. EVALUATION OF ACCOMPLISHMENTS UNDER ADOPTED HOUSING ELEMENT**

State Housing Element law requires communities to assess the achievements under adopted housing programs as part of the five year update to their housing elements. These results should be quantified where possible (e.g. rehabilitation results), but may be qualitative where necessary (e.g. mitigation of governmental constraints).

The 1984 El Cajon Housing Element contains a series of program action statements related to one of the following four goals: housing preservation, housing production, housing assistance, and resource conservation. The following section reviews progress in implementation for each of these action items and the continued appropriateness for the updated Housing Element.

### **Actions in Support of Achieving Housing Preservation**

*Action A.1:* Establish a "Neighborhood Cleanup Program" to maintain El Cajon's neighborhoods.

*Status:* While the City has not created a formal Neighborhood Cleanup Program, they have initiated an annual Spring Clean Up Day where residents are encouraged to bring unwanted items (such as appliances, furniture, etc) to City Hall for disposal. As the City budget permits in the future, the City would like to initiate curbside pick-up for Spring Clean Up Day. This program has not been included in the updated Housing Element as it deals more with property maintenance rather than upkeep of the physical housing stock.

*Action A.2:* Continue to implement a housing inspection program to encourage maintenance of the existing housing stock. This is particularly important in areas with rental units.

*Status:* Ongoing. The City operates a Code Enforcement Program to assist in upgrading the housing stock. Identification of potential code violations occurs primarily through informal field observations and complaints. In addition, the City now collects an annual housing permit fee, which runs approximately \$10-\$20 per apartment complex. This fee assists the City to fund its housing inspections. As the City's housing stock continues to age, code enforcement -combined with rehabilitation assistance - will be essential to long-term maintenance.

*Action A.3:* A portion of El Cajon's Community Development Block Grant monies are utilized to sponsor residential rehabilitation programs.

*Status:* Ongoing. The City has continually allocated CDBG funds towards housing rehabilitation, with \$200,000 allocated in Fiscal Year 1991/92. Rehabilitation assistance is of vital importance to maintaining the City's housing stock. The City is pursuing additional funds through the federal HOPE and HOME programs which could be utilized to expand rehabilitation efforts.

*Action A.4:* Establish target areas within El Cajon whose physical, demographic, and economic conditions indicates that a higher level of municipal attention is required to solve the area's housing needs.

*Status:* During the time frame of the adopted 1984 Housing Element, target areas were not created. Funding limitations prevented extra attention being provided certain areas without detriment to other in-need portions of the City. While limited funding for rehabilitation precludes identification of target areas at this time, target areas will be established in the future if the City is successful in attaining additional funds.

The Housing Element now identifies target housing opportunity areas for higher density new construction. All of these areas are within the El Cajon Redevelopment Project, and special incentives will be offered to facilitate development in these areas.

*Action A.5:* Utilize Community Development Block Grant funds to sponsor public improvements in El Cajon's target areas.

*Status:* Given the more pressing needs for rehabilitation assistance and social service programs, CDBG funds were not expended for public improvements during the time frame of the 1984 Housing Element; needed public improvements were provided with other City funding. To the extent other funding sources are available in the future for housing rehabilitation (i.e. HOME monies), and excess CDBG monies are available, a portion of CDBG monies could be redirected to provide needed public improvements in lower income areas.

*Action A.6:* Establish maintenance standards for landscaping, yards, fences, and buildings in multiple family zones for projects with more than four units.

*Status:* City staff identifies individual properties needing upgrading through complaints and site inspection activities. The planning, building, and fire departments coordinate their efforts to organize maintenance activities. However, no formal standards have been adopted. This program has not been included in the Housing Element as it is no longer seen as necessary.



## **Actions in Support of Achieving Housing Production Goals**

*Action B.1:* Pursue the adoption of an Article 34 referendum to create additional publicly subsidized housing units.

*Status:* El Cajon has been successful in assisting in the development of low income housing without triggering Article 34 requirements. For example, the Redevelopment Agency is providing a land write-down and assisting in construction costs on the 100 unit very low income senior citizen project, but as ownership is to be maintained by a private entity, Article 34 is not necessary. The City/Agency will continue this approach on future assisted housing projects.

*Action B.2:* Continue to permit manufactured housing as an alternative to site-built units.

*Status:* Despite the Ordinance allowing manufactured housing in El Cajon, very few manufacturing units have been added to the City's housing stock. The City will continue to support provisions permitting manufactured housing in the City.

*Action B.3:* Establish provisions for additional units on already built land.

*Status:* The City's Zoning Ordinance was amended to allow second units in all residential zones in 1984. The City has received 43 applications for second units since this time, and has approved all but a few of these applications. Second units continue to provide a source of housing which is affordable to very low income households, and is supported in the Housing Element.

*Action B.4:* Preserve the availability of existing apartments and improve the quality of home ownership by maintaining high standards of construction for the conversion of apartments to condominiums.

*Status:* El Cajon provides extensive areas for apartments in its jurisdiction, and is working to preserve the low income HUD projects at risk of conversion to market rate housing. The City has adopted an ordinance to regulate the conversion of apartments to condominium ownership. As condominiums offer homeownership opportunities to low and moderate income households, the Housing Element has added a program to provide assistance to existing tenants to purchase their units.

## **Actions in Support of Achieving Housing Assistance**

*Action C.1:* Establish an organization to provide housing information and assistance.



*Status:* Heartland Human Relations Association provides housing information and assistance to El Cajon's residents. The City supports the organization's efforts through monetary contributions, and will continue to advertise its services to community residents.

*Action C.2:* Continue to participate in the Section 8 Rent Subsidy program.

*Status:* Ongoing. The County Housing Authority administers the Section 8 program for the City, and reports 1,186 rent certificates/vouchers currently in use. Given the 3,100 El Cajon residents on the waiting list for Section 8 assistance, this program remains very important to the Housing Element. The City will encourage apartment owners to list their buildings with the Housing Authority, and will pursue additional funding (redevelopment set-aside, HOME funds) to expand the program.

### **Actions in Support of Resource Conservation**

*Action D.1:* Initiate ordinances and policies intended to promote water and energy conservation.

*Status:* The City adopted revisions to the Plumbing Code in April, 1991 to require ultra-low flow toilets and reduced flow shower heads be installed with new development or remodeling that affects the plumbing. Energy conservation continues to be an effective means of reducing housing costs, and is included in the Housing Element.

### **Summary of Previous Accomplishments**

While El Cajon has made reasonable progress in achieving its 1984 housing goals, significant new funding sources will enable the City to be more pro-active in implementing its housing programs. El Cajon has recently completed a Comprehensive Housing Affordability Strategy (CHAS) which identifies \$6.6 million the City expects to commit towards housing programs during Fiscal Year 1991/92. Redevelopment set-aside and potential HOME monies are both new sources of funds which allow this Housing Element to set forth more substantive housing goals.

### C. SHARE OF REGION'S HOUSING NEEDS

State law requires jurisdictions to provide for their share of regional housing needs. The San Diego Association of Governments (SANDAG) has determined the 1991-1996 needs for the City of El Cajon and has estimated the number of households which the City will be expected to accommodate during this period. Housing needs reflect the number of new units needed to accommodate future households in El Cajon (future demand). Providing an adequate supply of vacant housing allows mobility and ensures a supply of new units to replace losses.

Housing needs were forecast by the 1990 Regional Housing Needs Statement (RHNS). Household growth assumptions for the RHNS were based on the Series 7 Regional Growth Forecast. The RHNS establishes the San Diego region's housing need at 162,229 from January 1, 1989 to July 1, 1996. Each jurisdiction within the San Diego region was allocated its share of the region's housing needs based upon land availability and local employment projections in each jurisdiction.

According to the RHNS model, El Cajon will need housing to accommodate 2,055 households between July 30, 1991 and July 1996 to fulfill the City's share of the regional housing needs. Based on the distribution of regional income, this total can be further divided among HUD's four income groups as follows:

**TABLE 26**  
**CITY OF EL CAJON**  
**1991-1996 HOUSEHOLD NEEDS BY INCOME GROUP**

Very Low (0-50% County median income)	473
Low (50-80% County median income)	349
Moderate (80%-120% County median income)	432
Other (Over 120% County median income)	801
<b>TOTAL HOUSEHOLDS</b>	<b>2,055</b>

Source: SANDAG Regional Housing Needs  
Statement, July 1990.

The intent of the future needs allocations by income group is to relieve lower income impaction - the undue concentration of very low and low income households in a jurisdiction. Localities must fully address their existing housing needs in order for impaction avoidance goals to be achieved in the future period.

The site inventory analysis contained in Section VI "Housing Opportunities" of the Housing Element demonstrates the City's ability to meet its regional housing needs by income category. In addition, the City will further assist in the development of affordable housing through Housing Element programs including density bonus and utilization of the 20 percent set-aside fund.

In addition to identifying each locality's regional housing growth needs, SANDAG also allocates each jurisdiction's "fair share" housing requirements. "Fair Share" refers to the number of lower income households (80% of the County median income) requiring assistance during the five year time frame of the Housing Element. The Regional Housing Needs Statement identifies 3,761 fair share households in El Cajon in need of housing assistance during the 1991-1996 period.

SANDAG establishes a good faith effort target for each locality which represents 12.5% of the total identified fair share needs and is considered to be realistically achievable over a five year period. The five year goal for El Cajon is to assist 470 households (12.5% of 3,761 households) during the 1991-1996 period. The Housing Element establishes a variety of programs, including single-family residential and rental rehabilitation and rental assistance to provide assistance to qualified households.



## **D. REDEVELOPMENT SET-ASIDE FUND**

### **Legislative Background**

State Redevelopment Law provides the mechanism whereby cities and counties within the state can, through adoption of an ordinance, establish a redevelopment agency. The Agency's primary purpose is to provide the legal and financial mechanism necessary to address blighting conditions in the community through the formation of a redevelopment project area(s). Of the various provisions under State Law for financing redevelopment implementation, the most useful is tax increment financing. This technique allows the assessed property valuation within the Redevelopment Project Area to be frozen at its current assessed level when the redevelopment plan is adopted. As the property in the project area is improved or resold, the tax increment revenue generated from valuation increases above the frozen value is redistributed to the redevelopment agency to finance Redevelopment Project costs.

In general, many early redevelopment projects focused primarily upon demolition of blighted residential buildings and development of new non-residential uses or upper income residential projects. While these types of projects worked to eliminate blighting conditions, they did little or nothing to aid the mostly low and moderate income residents of the housing that was demolished, in addition to having a negative impact on a community's supply of affordable housing. To address the problems that arose with regard to the effect of redevelopment on low and moderate income housing, the state legislature enacted a series of changes to Community Redevelopment Law which require redevelopment agencies to undertake activities which will assist in the production of low and moderate income housing.

The legislative requirements regarding low and moderate income housing generally fall into three basic categories: 1) expenditure of 20% of the tax increment revenue to increase and improve the supply of low and moderate income housing in a community; 2) requirements that redevelopment agencies replace low and moderate income housing which is destroyed as a result of a redevelopment project; and 3) requirements that a portion of all housing constructed in a redevelopment project area be affordable to low and moderate income persons and families. The requirement for redevelopment agencies to set aside 20% of a project's tax increment for low and moderate income housing can provide a significant source of funding for implementation of a community's housing programs.

### **El Cajon**

The City of El Cajon adopted the Redevelopment Project Area in 1987. The Project Area encompasses approximately 1,500 acres, and includes most of the City's commercial areas as well as older industrial areas. Several residential neighborhoods in transition are also included in the Redevelopment Project



Area. In addition, the Central Business District Project Area, established in 1971, is included in the El Cajon Redevelopment Project Area.

Pursuant to State law, the El Cajon Redevelopment Agency has established a separate 20% set-aside low and moderate income housing fund. Between 1987 and 1992, an estimated \$1.1 million will have been contributed to the housing fund. Set-aside monies for fiscal year 1991/1992 total \$471,000.

In 1988, AB 4566 mandated that redevelopment agencies with "excess surplus"<sup>1</sup> monies in their housing set aside funds must either spend these funds within five years or else transfer them to another local housing authority for expenditure. State law sets forth a variety of options for localities to expend their housing funds, including the following:

- Land Disposition and Write-Downs
- Site Improvements
- Loans
- Issuance of Bonds
- Land and Building Acquisition by Agencies
- Direct Housing Construction
- Housing Rehabilitation Programs
- Rent subsidies
- Redevelopment Funds
- Administrative Costs for Non-Profit Housing Corporations

The El Cajon Redevelopment Agency has moved ahead to implement a low income housing project. The Agency is in the process of acquiring a site for the development of a 100-unit senior citizen housing complex. The apartment units will be affordable to very low income households. The Agency plans to fund both property acquisition and site construction activities. Funding of the project will result in the commitment of set-aside funds through 1998. However, the Agency is considering issuing additional bonds in the end of 1992 which could generate additional funds for housing.

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<sup>1</sup>Excess surplus is defined as any unexpended and unencumbered balance in an agency's Low and Moderate Income Housing Fund that exceeds the greater of five hundred thousand dollars or the aggregate amount deposited into the Fund pursuant to Community Redevelopment Law (Health and Safety Code Sections 33334.2 and 33334.6) during the agency's preceding five fiscal years.

## E. HOUSING PROGRAMS

The programs contained within this section of the Housing Element describe specific actions the City of El Cajon will undertake to satisfy the community's housing needs and meet the requirements of State law.

The City of El Cajon's housing strategy for addressing its housing needs has been defined according to the following issue areas:

- Conserving and Improving Existing Affordable Housing
- Provision of Adequate Sites
- Assist in Development of Affordable Housing
- Removal of Governmental Constraints
- Promote Equal Housing Opportunities

The housing programs introduced on the following pages include programs that are currently in operation and new programs which have been added to address the City's unmet housing needs. This section provides a description of each housing program, and future program goals. The Housing Program Summary Table 27 located at the end of this section summarizes the future 5-year goals of each housing program, along with identifying the program funding source, responsible agency, and time frame for implementation.

### CONSERVING AND IMPROVING EXISTING AFFORDABLE HOUSING

Preserving the existing housing stock in El Cajon and throughout California is a statewide priority. A substantial portion (27%) of the City's housing stock is over 30 years of age and will require physical improvements.

An estimated 3,600 units in El Cajon are substandard and in need of rehabilitation or replacement. Of these substandard units, 1,053 are rental units and 2,549 are owner units. A significant number of the City's substandard owner units are mobilehomes.

In addition to maintaining the City's existing housing stock, El Cajon must also conserve affordable housing units in the community. The cost of housing has caused many individuals especially the elderly and first time homebuyers to be unable to afford housing. The preservation of affordable housing is important in ensuring adequate housing opportunities are available to all residents.

**1. Rehabilitation Programs:** El Cajon contracts with the San Diego County Housing Authority to administer the City's rehabilitation programs.

*Single Family Residential Rehabilitation:* The County Housing Authority administers a deferred loan and grant program for rehabilitation of single family and mobile homes. The City allocates CDBG monies to fund zero interest

deferred loans in the maximum amount of \$15,000 for low income homeowners to rehabilitate their homes. Also, mobilehome grants (\$5,000 maximum) and elderly grants (\$1,000 maximum) are available to income qualified applicants who own and occupy their homes in the City. These grants can be combined, so that elderly mobilehome occupants can receive up to \$6,000. The Program is designed so that 100 percent of the funding recipients are lower income households.

*Rental Rehabilitation:* The County Housing Authority also implements the City's Rental Rehab Program. This program provides zero interest deferred loans to rental property owners for a maximum of fifty percent of the total cost of property rehabilitation. To receive the loan, the property owner(s) must agree to make at least 60 percent of the rehabilitated units available to low/moderate income families. The property must be located within the City of El Cajon, and the owner must meet certain qualifications in order to receive the funding.

*Five Year Program Goals:* The five year goal will be to provide rehabilitation assistance, including light, moderate, and substantial rehabilitation, to 150 owner and 150 rental units.

In order to encourage maximum utilization of available rehabilitation assistance, the City will distribute brochure material throughout the community including City Hall, the library, and in senior citizen gathering places. The five year program goal will be to provide rehabilitation assistance to 150 renter and 150 owner households.

Discussions with the San Diego County Housing Authority indicate rehabilitation assistance can be provided for room additions in overcrowded households, provided all health and safety violations are first addressed. By combining deferred and interest subsidy loans, funding is adequate to cover construction costs. The City will encourage the use of rehabilitation loans for room additions to help address overcrowded conditions.

**2. Mobile Home Park Program:** As in many localities, the owners of older mobilehome parks in El Cajon are converting the parks to other more economic uses.

In order to protect the residents of mobilehome parks, City staff is working with an advisory group, comprised of mobilehome park owners and tenants, to design a Mobilehome Overlay Zone. The Mobilehome Overlay Zone will be an additional zoning designation applied to properties identified by the joint City staff and advisory group committee. All properties will retain their original underlying zoning designation.

Mobilehome parks within the Mobilehome Overlay Zone must undergo a lengthy process to initiate a park's closure. A public hearing before the City Council will be conducted to amend the General Plan. A zoning change will also be



required. In addition, all park closures require a tenant impact report, described below, to be created.

Pursuant to State law, the mobilehome park owner is required to file a report on the impact of park closure upon the displaced residents, and to identify replacement housing and relocation costs. The applicant must provide copies of the impact report to each mobilehome park resident a minimum of 15 days prior to the hearing on the park closure. The legislative body will review the report and may require that the applicant take steps to mitigate any adverse impact of the conversion on the ability of displaced mobilehome park tenants to find adequate replacement housing in a mobilehome park. City staff shall inform the applicant in writing of these provisions at least 30 days prior to acting on the application.

The City will develop a mechanism to ensure tenants are given adequate noticing by the park owner, given the right to a public hearing, and provided information by staff on replacement housing and other housing assistance programs.

In the approval of a mobilehome park conversion, the City of El Cajon may attach mitigation measures including the following:

- A reasonable complete and current list of vacant and available mobilehome park space within a 20-mile radius.
- Full or partial payment by the property owner for relocation of mobilehomes to another park.
- Option of long-term lease on the land and purchase of improvements.
- The property owner may be required to purchase mobilehomes that cannot be relocated to parks in the area at a price mutually agreed upon by tenant and property owner.

*Five Year Program Goals:* Adopt a Mobilehome Overlay Zone by end of 1992 to preserve affordable housing opportunities in El Cajon. If parks are to be converted, ensure mobilehome park tenants are provided adequate notice regarding pending conversions and are provided appropriate compensation. Meet with park tenants to provide information regarding the availability of housing assistance programs, including low cost senior citizen housing and rent subsidies. Where mobilehome park conversions are within the Redevelopment Project Area, enforce State replacement housing requirements.

**3. Relocation and Replacement Housing Plans:** The Agency-assisted senior housing project to be developed in downtown El Cajon will result in the displacement of 18 tenants. The El Cajon Redevelopment Agency has prepared a *Relocation Plan for Senior Housing Project* to guide the relocation of these residents, in accordance with State law. The Redevelopment Agency is required



to replace low and moderate income units with new or newly rehabilitated low and moderate income units. The units must be replaced within four years after they are removed from the market. In addition, where units are removed by a private party with assistance from the agency or pursuant to an owner participation agreement or disposition agreement with the agency, the units must be replaced. Replacement units may be located outside the redevelopment project area anywhere within the city.

A "replacement housing plan" is required at least thirty days prior to adopting a disposition or owner participation agreement which would result in the removal of low and moderate income units. Among other things, the replacement housing plan outlines the general location of the replacement housing and sets forth an adequate means of obtaining the development of the replacement housing.

*Five Year Program Goals:* The El Cajon Redevelopment Agency will implement the *Relocation Plan for Senior Citizen Housing Project* to relocate displaced residents. Additional plans will be developed as necessary to guide relocation activities.

**4. Section 8 Rental Assistance Program/Housing Vouchers:** The Section 8 rental assistance program extends rental subsidies to low income families and elderly which spend more than 30% of their income on rent. The subsidy represents the difference between the excess of 30% of the monthly income and the actual rent. The voucher program is similar to the Section 8 program, although participants receive housing "vouchers" rather than certificates. Vouchers permit tenants to locate their own housing. Unlike the certificate program, participants are permitted to rent units beyond the federally determined fair market rent in an area, provided the tenant pay the extra rent increment.

The City of El Cajon contracts with the San Diego County Housing Authority to administer the Section 8 Certificate/Voucher Program. As of December 1991, a total of 1,186 households in El Cajon were receiving rent certificates or vouchers. Four hundred ninety-eight elderly households and 473 small families, each accounted for approximately 40 percent of all the households receiving Section 8 assistance. Over 3,100 El Cajon residents were reported to be on the waiting list for Section 8 assistance.

Given the magnitude of unmet rental assistance need in the City, El Cajon Redevelopment Agency staff is evaluating augmenting the County's Section 8 program with redevelopment set-aside monies. The Agency will need to ensure that funds will be guaranteed for El Cajon residents, and that the following preferences can be integrated into the County's system:

- Households living in units at "risk" of being demolished or converting to market rents.

- Households paying more than 50 percent of their annual income toward housing, living in overcrowded conditions, and/or occupying a substandard unit.

*Five Year Program Goals:* The City will continue to participate in applications from the San Diego County Housing Authority for additional Section 8 housing certificates and vouchers, and will facilitate use of the program in its jurisdiction by encouraging apartment owners to list available rental units with the Housing Authority.

**5. Home Sharing:** Many seniors who would prefer to live independently resort to institutionalized living arrangements because of housing costs, security problems, loneliness, or an inability to live independently. The East County Council on Aging located in El Cajon administers a shared housing program which assists seniors in locating roommates to share existing housing in the community. Services offered by the agency include information and referral, outreach, client counseling, placement, and follow-up.

The shared housing program has been successful in providing an alternative living arrangement for El Cajon's seniors. The program provided assistance to 32 low/moderate income persons in El Cajon between October 1988 and September 1989, according to the El Cajon Housing Assistance Plan (1988-1991). The majority of the seniors that receive assistance are very low income. The additional rental income generated from the roommates aids the homeowners in meeting their housing expenses, and the relatively low rental cost assists the roommate by providing a source of affordable housing. The East County Council on Aging requests that rents charged not exceed \$250 per month, and indicates that housing costs are generally reduced to below 30% of resident income. Roommate matches are made for mobilehomes as well as single-family homes.

*Five Year Program Goals:* The East County Council on Aging indicates that many seniors are interested in finding roommates to share their homes, but there traditionally have been fewer individuals seeking housing in an existing home. The Council will continue to conduct educational outreach including public service announcements, distribution of brochures, and public speaking engagements in attempts to increase the number of seniors they are able to assist through roommate matches.

The City of El Cajon will begin to assist in program outreach efforts for the shared housing program through advertisements in the City newsletter, and placement of program brochures in key community locations. The City's goal is to match a minimum of 35 low income seniors each year through this program.

**6. Mobilehome Rental Assistance Program:** The San Diego County Housing Authority administers a rental assistance program for low income and senior mobilehome occupants. These households are eligible to receive \$75 monthly to

assist in mobilehome park space rents. The mobilehome owner may live in any park in the County, and there are no restrictions on the monthly rent amount.

Fourteen households in El Cajon are currently receiving assistance under this program, and three additional El Cajon households are being added. The San Diego County Housing Authority reports approximately 160 mobilehome park tenants county-wide receiving assistance, and there is no waiting list for the program.

*Five Year Program Goals:* El Cajon will support the rental assistance program by advertising the program at City Hall and local public libraries. The goal will be to provide ongoing mobilehome rental assistance to 20 households.

**7. Conservation of Existing and Future Affordable Units:** In order to meet the housing needs of persons of all economic groups in El Cajon, the City must guard against the loss of housing units available to lower income households. A total of 345 units in three HUD projects are at risk of conversion to market rate prior to July, 1996. The City's objective is to either retain or replace as low-income housing all "at risk" units in the city. The City will implement the following programs to conserve its affordable housing stock.

**7a. Monitor Units at Risk:** Monitor the status of the at-risk projects and HUD approval of the Plans of Action. If the Plans of Action are not approved by HUD, the City will immediately inform the tenants of the status of their projects, and implement the programs outlined below.

*Time Frame:* The earliest potential conversion dates for "at risk" projects in El Cajon are as follows.

<u>Project Name</u>	<u>Project Address</u>	<u>No. of Units At Risk</u>	<u>Theoretical Conversion Date</u>
Key Largo	881 Key Largo Place	132	10/90 Plans of 11/91 Action 11/92 have been filed on all projects)
Broadway Apartments I	1562 East Main Street	161	
Broadway Apartments II	849 North Third Street	52	

*Responsible Agency:* Planning Department.

*Funding Source:* Department Administrative Budget, CDBG.



**7b. Work with Potential Priority Purchasers:** Establish contact with public and non-profit agencies interested in purchasing and/or managing units at risk to inform them of the status of at-risk projects. Where feasible, provide technical assistance to these organizations with respect to financing.

*Time Frame:* Establish contact by end of 1992.

*Responsible Agency:* Planning Department.

*Funding Source:* Department Administrative Budget, CDBG.

**7c. Tenant Education:** The City will work with tenants of "at risk" units in danger of converting. The City will provide tenants with education regarding potential tenant purchase of buildings and act as a liaison between tenants and nonprofits potentially involved in constructing or acquiring replacement housing. The City will also provide tenants in "at risk" projects information regarding Section 8 rent subsidies through the San Diego County Housing Authority.

*Time Frame:* At least one year prior to subsidy termination, as identified in the schedule presented for monitoring units at risk.

*Responsible Agency:* Planning Department.

*Funding Source:* Department Administrative Budget, CDBG.

**7d. Facilitate Tenant Purchase of Units:** Tenant purchase of at-risk units is a feasible preservation option when negotiations between the owners and HUD fail to preserve the three projects as low-income housing. The City will facilitate tenant purchase of the three projects by providing technical assistance in financing, organizing tenant associations as priority purchasers, coordinating with non-profit housing organizations, and encouraging tenant participation in the prepayment process.

*Time Frame:* Establish contact by end of 1992.

*Responsible Agency:* Planning Department.

*Funding Source:* HOPE and HOME grants, CDBG.

**7e. Encourage Project Owners to Participate in Section 8 Program:** If detailed analysis and negotiation with projects owners indicate that long-term rent restrictions cannot be secured on the units, the City will encourage owners to participate in the Section 8 rent subsidy program. The City will act as the liaison between the County Housing Authority and the "at risk" project owners.



*Time Frame:* Continually monitor status of extension of low-income use restrictions and encourage property owners to participate in the County Housing Authority Section 8 rent subsidy program immediately upon notification of owners' decision to discontinue low-income use.

*Responsible Agency:* Planning Department.

*Funding Source:* Department Administrative Budget.

**7f. Assist Tenants of Existing Rent-Restricted Units to Obtain Priority Status on Section 8 Waiting List:** The San Diego County Housing Authority has established three categories of priority applicants to receive Section 8 certificates: 1) evicted or homeless households; 2) households living in substandard housing units; and 3) households paying more than 50 percent of income for rent and utilities. The City will assist tenants of "at risk" units to obtain priority status if there were a conversion to market rate and if tenants' income and housing costs meet eligibility requirements.

*Time Frame:* Continually monitor status of extension of low-income use restrictions and assist tenants to apply for priority status immediately upon notification of owners' decision to discontinue low-income use.

*Responsible Agency:* Planning Department.

*Funding Source:* Department Administrative Budget.

## **PROVISION OF ADEQUATE SITES**

A key element in satisfying the housing needs of all El Cajon's residents is to provide adequate sites for all types, sizes and prices of housing. Both the general plan and zoning ordinance dictate where housing may locate, thereby affecting the supply of land available for housing. The City of El Cajon has limited undeveloped acreages remaining within the City's boundaries. The majority of remaining residential development will therefore be accommodated through infill. An active site selection program is essential since the amount of vacant land is limited.

**8. Land Use Element/Zoning:** The Land Use Element of the El Cajon General Plan designates approximately 70 percent of the City's land use inventory for residential uses. A variety of residential types are provided for in El Cajon, ranging from one to 29 dwelling units per acre, with higher densities achievable through the City's senior housing and density bonus provisions.

As a means of expanding affordable housing opportunities and fulfilling its share of regional housing needs, the City has identified three existing lower density neighborhoods as target areas for higher density development (refer to Figure 4). The City will encourage the consolidation of two or more parcels in the neighborhood east of the Transit Center at Main and Marshall through use of incentives, and will publicize this as a target area for multi-family infill. The goal will be to achieve 165 high density units in this area during the time frame of the Housing Element.

Two other neighborhoods located immediately east and west of downtown will be redesignated for R-4 densities. These neighborhoods are to be included in the downtown Specific Plan, which will serve to encourage their transition to higher densities.

In addition to these residential neighborhoods, the City has identified a target area for mixed residential/commercial development in the downtown. High density residential will be permitted both above ground floor for commercial uses, and as stand-alone residential projects.

*Five Year Program Goals:* Provide appropriate land use designations to fulfill the City's share of regional housing needs. Utilize incentives, including R-4 zoning, regulatory concessions, density bonus and redevelopment assistance, to facilitate higher density development in target areas.

**9. Downtown Specific Plan:** The City is currently in the process of preparing a specific plan for downtown El Cajon which implements the Downtown Master Design Plan. A major emphasis of the Plan is to promote the inclusion of high density residential in the downtown as a means of enhancing the vitality of the area. The first major residential project to be developed under the Specific Plan will be 100 units of Agency assisted very low income senior citizen housing. In addition to the senior project, the City has identified a target area south of Main Street for high density housing, to be developed either above ground floor residential, or as separate residential projects.

*Five Year Program Goals:* Adopt the Downtown Specific Plan by the end of 1992. Facilitate the development of housing in this area through provision of incentives.

**10. Facilitate Development of Higher Density Housing at Target Housing Sites:** In an urbanized area like El Cajon, land costs represent the greatest cost component in both multi- and single-family development projects. One way to lower the cost of land per unit is to allow a greater number of units per acre of land, or residential density. However, land zoned for higher densities generally commands a higher market price. Nonetheless, increased density generally results in a lower land cost per unit, and greater unit affordability.



As a means of reducing residential land costs, it will be important for El Cajon to encourage development at the upper end of its residential density ranges in those areas identified as target housing opportunity areas. As part of the development review process, planning staff will work with applicants to achieve the maximum residential density permitted by zoning.

*Five Year Program Goals:* The goal of this program will be to facilitate the development of higher density infill housing in the City. By the end of 1992, the Planning Department will have researched various approaches to achieving higher densities while maintaining unit affordability, and will provide this information to development applicants.

**11. Sites for Homeless Shelters/Transitional Housing:** The 1990 Census counted 89 homeless persons in El Cajon either in overnight shelters or in street locations. There are two emergency shelters in the City of El Cajon - the East County Emergency Shelter, and San Diego Youth Involvement Gatehouse. According to the San Diego County Housing Affordability Strategy, these and other shelters in the East County area are currently at capacity.

*Five Year Program Goal:* As a means of providing sites for homeless facilities in El Cajon, the City permits the development of overnight shelters and transitional housing in commercial and multi-family residential zones, subject to a CUP. In addition, the City has amended its Zoning Ordinance to allow Transitional Service Centers in commercial and industrial zones. Transitional service centers are permanent facilities which provide services to persons who have no permanent residence or who are in need of assistance.

## **ASSIST IN DEVELOPMENT OF AFFORDABLE HOUSING**

New construction is a major source of housing for prospective homeowners and renters. However, the cost of new construction is substantially greater than other program categories. Incentive programs, such as density bonus, offer a cost effective means of providing affordable housing development. Public sector support for new construction includes the following programs for low and moderate income housing development.

**12. Density Bonus:** Pursuant to State density bonus law, if a developer allocates at least 20% of the units in a housing project to lower income households, 10% for very low income households, or at least 50% for "qualifying residents" (e.g. seniors), the City must either 1) grant a density bonus of 25%, along with one additional regulatory concession (such as modified development standards) to ensure that the housing development will be produced at a reduced cost, or 2) provide other incentives of equivalent financial value based upon the land cost per dwelling unit. The developer shall agree to and the City shall ensure continued affordability of all lower income density bonus units for a minimum 30-year period.



In El Cajon, the State Density Bonus Law has been successfully utilized to create a project on Lincoln Avenue. Two additional density bonus projects have been approved.

In addition to State mandated density bonus concessions, the City has adopted provisions in its Zoning Ordinance to provide for the construction of affordable housing for the elderly or handicapped. The City provides for reduced parking requirements and increased density up to 50 dwelling units per net acre in the R-P, R-3, and R-4 zones.

*Five year Program Goals:* By 1993, the City will adopt a density bonus ordinance to implement State law and specify the regulatory concessions the City will grant to developers. The City's current density and regulatory incentives for the development of senior and handicapped housing will be incorporated into the density bonus ordinance.

**13. Shared Equity Program/Downpayment Assistance:** Equity sharing allows lower income households to purchase a home by sharing the costs of home ownership with a sponsor, such as a Redevelopment Agency. The sponsor and buyer together provide the downpayment and purchase costs to buy a house. When the house is sold, the equity earned through appreciation is split between the occupant and the sponsor according to an agreement made prior to purchase. The shared equity program would allow El Cajon to achieve one of its major housing goals - to expand homeownership opportunities to lower income centers.

The design of a shared equity program depends on the co-investors, the source of funds, and community needs. A program can be as simple as a partnership where the occupant and sponsor purchase the home together and share the proceeds upon sale of the property in the same ratio as purchase costs were shared. In order to prevent the shared equity program from being used for speculative purposes, the buyer is required to occupy the home to be purchased. The Agency can reserve the right of first refusal when the home is sold, providing a mechanism to maintain the long term affordability of the unit. Recent case law (Oceanside vs. McKenna) validates the right of the City/Agency to require owner occupancy with no transfer.

*Five Year Program Goals:* The Shared Equity Program is included in the El Cajon Housing Element as preparation for long-term expenditure of redevelopment set-aside monies. While the Agency will not likely have monies available to fund this program during this Housing Element cycle, the City will pursue other State and Federal funding sources (such as HOPE monies) and evaluate future allocations of redevelopment monies.

The five-year goal of the Housing Element will be to assist 50 first-time homebuyers through shared equity and other programs (See Programs 14, 15, 16, 17, 20 in the Housing Element).

**14. Mortgage Revenue Bond Financing:** The County of San Diego has established two revenue bond housing programs to increase the supply of affordable housing in the County - the Multi-Family Revenue Bond Program and the Single Family Residential Mortgage Revenue Bond Program. Under these programs, tax-exempt bonds are issued to provide funds for construction and mortgage loans to encourage developers to provide both rental and for-sale housing which is affordable to lower income families and individuals.

The Multi-Family Revenue Bond Program is designed to make financing available for the construction of multi-family residential units in the County. In order to receive financing through the bond program, developers must reserve for 10 years, 20 percent of the units for rental families or individuals who earn 80 percent or less of the median family income in San Diego County. The set-aside requirements for recent projects is more restrictive for bond financing, requiring either a) 40 percent of the units to be set aside for tenants earning less than 60 percent of median income, or b) 20 percent of the units reserved for tenants earning less than 50 percent of median income. Projects financed after the passage of the 1986 Tax Reform Act must commit the restricted units for a minimum of 15 years, or through bond expiration. San Diego County does not permit Section 8 rent subsidies to be utilized on the set-aside units.

The Single Family Residential Mortgage Revenue Bond Program is designed to provide mortgage loans to first-time homebuyers whose incomes do not exceed maximum Federal limits. Buyers must also intend to live in the homes as their principal residence. Mortgage loans offered under the bond program generally have lower interest rates than conventional loans. Loans are made available for attached and detached single family residences primarily in eligible developments at various locations throughout the County. A smaller portion of funds are available for existing or resale units Countywide.

*Five Year Program Goals:* Bonds provide a cost effective mechanism the City can utilize to promote affordable rental and ownership opportunities. The City will encourage prospective developers to take advantage of available bond financing through the County. Where smaller rental projects are proposed, the City will act as liaison with individual developers and the County to consolidate bond issues.

In addition, the City will utilize County mortgage revenue bond proceeds, proceeds from any future City issued bonds, and future Agency redevelopment tax increment funds to facilitate the construction of affordable ownership projects.

**15. Non-Profit Housing Development Corporation:** A non-profit housing development corporation (HDC) promotes, assists, or sponsors housing for low and moderate income people. The County of San Diego has developed the following list of non-profit housing developers who are active in the local area:



- MAAC Project
- Interfaith Housing
- Housing Opportunities, Inc.
- Habitat for Humanity
- Civic Center Barrio
- Telacu Affordable Housing
- Urban Lending Associates
- Metropolitan Area Advisory Committee
- San Diego Co-Housing Coalition
- Salerno/Livingston
- Partnership for Affordable Housing
- Neighborhood Housing Service

The City of El Cajon will continue to augment and refine this list of non-profit developers for purposes of soliciting their involvement in affordable housing construction in the City.

A non-profit HDC does not build "public housing". Rather, it builds or rehabilitates housing for people who cannot afford market rate housing but whose incomes are generally above the poverty level. To keep rents within affordable limits, government assistance of some kind (such as Section 8) is usually necessary; thus, such housing is often referred to as "assisted housing". An HDC may build rental housing or sponsor housing developments intended for homeownership.

There are three basic ways in which non-profits may sponsor assisted housing:

1. The non-profit may assemble a development package and sell it to a profit-motivated developer. The package usually consists of a site, project design, the necessary permits, and in some cases, preliminary financing commitments. The advantage of this method is that the non-profit can get low- and moderate- income housing built while ending involvement early in the process and going on to other projects. The disadvantage is that the non-profit may lose control over the development at the time of sale. However, the non-profit could negotiate to retain some control over the project in the contractual agreement between it and the developer.
2. The non-profit may participate in a joint venture with a profit-motivated developer. Though it usually performs the same functions as in the first method, the non-profit can retain more control over the development and gain hands-on development experience while benefiting from the financial resources of the for-profit developer. In this option, however, the non-profit has a longer involvement and will have to negotiate the rights and responsibilities of the two partners.
3. In the third approach, the non-profit is the developer. In this case, the group must employ staff with necessary expertise or rely heavily on consultants. In



return, the group has total control over the development. This option requires more risk, money, time, effort, and capability on the part of the non-profit.

A non-profit corporation can help meet the goals for additional housing by implementing or assisting with the implementation of programs described in this element.

*Five Year Program Goals:* The City will annually meet with existing local non-profit groups to encourage the development of family and other types of affordable housing in El Cajon. Particularly in Redevelopment Agency-sponsored housing projects, the City will solicit the participation of non-profit developers as a mechanism of ensuring the long-term affordability of the project.

The County of San Diego and City of San Diego Housing Commission have sponsored a training program to increase housing development capacity within non-profit organizations. In addition, the Non-Profit Federation for Housing and Community Development of San Diego County, and the San Diego Community Foundation both offer technical assistance to non-profit housing corporations; the Community Foundation also offers financial assistance. The City of El Cajon will serve as a liaison with these groups and direct local non-profits to them for technical assistance, particularly in regards to funding applications.

**16. Land Assemblage and Write-Down:** The City can utilize both CDBG and redevelopment monies to write-down the cost of land for the development of low and moderate income housing. The intent of this program is to reduce land costs to the point that it becomes economically feasible for the private developer to build units which are affordable to low and moderate income households. As part of the land write-down program, the City may also assist in acquiring and assembling property and in subsidizing on-site and off-site improvements.

*Five Year Program Goals:* The Redevelopment Agency has identified a site in downtown El Cajon for the private development of affordable senior housing. The Agency will provide a land write-down and assist in construction costs to ensure the 100 unit project is affordable to very low income households. Through the Redevelopment Agency, the City will make every reasonable effort to continue to provide land write-downs for residential projects affordable to lower income households. Priority will be given to projects in identified Housing Opportunity areas (Figure 4).

**17. Pursue Affordable Housing Funding Sources:** Successful implementation of Housing Element programs to create affordable housing will depend on a variety of State, Federal, and local funding sources. The National Housing Affordability Act, signed by the President in November 1990, creates several new major sources of funds for housing, including HOPE and HOME. In addition, several State programs have been funded which offer assistance to jurisdictions in

implementing programs for affordable housing. The City of El Cajon will begin actively pursuing these State and federal funding sources.

### **Federal Funding Sources**

**HOME Program:** The HOME program was created under the National Housing Affordability Act of 1990. Under HOME, HUD will award funds to localities on the basis of a formula which takes into account tightness of the local housing market, inadequate housing, poverty, and housing production costs.

HOME funding is provided to jurisdictions to assist either rental housing or homeownership through acquisition, construction, reconstruction, and/or rehabilitation of affordable housing. Also possible is tenant-based rental assistance, property acquisition, site improvements, and other expenses related to the provision of affordable housing and for projects that serve a group identified as having special needs related to housing. The local jurisdiction must make matching contributions to affordable housing under HOME on the following sliding scale: 25% local share for rental assistance or rehabilitation, 33% for substantial rehabilitation, and 50% for new construction.

Based on the City's eligibility formula, El Cajon is eligible for approximately \$750,000 in HOME funds. The City will pursue HOME monies for use in the jurisdiction. Redevelopment Set-Aside monies could potentially be utilized for the City's local matching share.

**HOPE for Homeownership of Multifamily Units (HOPE II):** Eligible applicants for this program include resident management corporations, resident councils, cooperative associations, public or private nonprofit corporations, and public bodies, including public housing authorities. This program has two parts:

*Planning grants* are intended to help applicants develop homeownership programs, such as development of resident management corporations, tenant and homebuyer counseling, job training, planning for economic development, self sufficiency activities, and others.

*Implementation grants* may be used for activities to carry out homeownership programs in rental properties. Activities include architectural work, acquisition of eligible properties, rehabilitation of any property covered by the program, relocation of tenants who elect to move, implementation of a replacement housing plan, and others.

Matching funds of 33 percent are required from non-Federal sources, and income eligibility and resale restrictions apply.

El Cajon will pursue HOPE II funding to facilitate tenant purchase of low income rental projects and units converted to condominium ownership.

**HOPE for Homeownership of Single Family Homes (HOPE III):** Eligible applicants for this program include private nonprofit organizations, cooperative associations, and public agencies. Similar to HOPE II, this program has two parts:

*Planning grants* are intended to help applicants to develop homeownership programs, including the identification of eligible properties, feasibility studies, homebuyer counseling, planning for economic development, job training, self-sufficiency activities and others.

*Implementation grants* may be used for activities to carry out homeownership programs related to government single family homes. Activities include acquisition of properties, rehabilitation of properties, relocation costs, and others.

Matching funds of 33 percent are required from non-Federal sources, and income eligibility and resale restrictions apply.

El Cajon will evaluate HOPE III as a potential funding source in the future.

### **State Funding Sources**

As part of Housing Element implementation, El Cajon will research available state housing funding sources. The following State housing programs have been identified for evaluation:

- California Homeownership Assistance Program (equity sharing mortgage participation loans)
- California Housing Rehabilitation Program - Owner Component
- California Housing Rehabilitation Program - Rental Component
- Proposition 84 Housing Funds
- Proposition 77 Housing Funds
- California Housing Finance Agency - New Construction

*Five Year Program Goal:* The City will complete grant applications in response to Notices of Funding Availability for HOPE and HOME monies. The City will research identified State funding sources and evaluate which State programs would most effectively address the City's housing needs. The City will post notices in the City Hall and library, as well as coordinate with the local chapter of BIA, to advertise funding availability to the development community.



## REMOVAL OF GOVERNMENTAL CONSTRAINTS

State law requires the El Cajon Housing Element to address and, where appropriate and legally possible, remove governmental constraints affecting the maintenance, improvement, and development of housing. The following programs are designed to lessen governmental constraints on housing development.

**18. Zoning Ordinance:** The El Cajon Zoning Ordinance allows a variety of housing types ranging from single family residences to high density apartments and mixed use projects. This variety in housing works towards fulfilling the housing needs of all segments of the population. The following aspects of El Cajon's Zoning Ordinance in particular facilitate the development and conservation of affordable housing.

- Provision for residential units within commercial zones
- Provision for manufactured housing in single-family zones
- Provision for second units
- Regulations pertaining to condominium conversions
- Incentives for senior housing

The City's Zoning Ordinance allows for the development of multi-family residential units in the Residential Professional Zone (R-P) and Regional Commercial Zone (C-R). The R-P zone permits medium density residential development, office and commercial developments in the district. The variety of uses is utilized to establish a transition between residential and commercial uses. The C-R zone permits multi-family units above the ground floor of nonresidential buildings in the downtown area, providing that the entire lot is developed to the standards of the R-5 zone.

See the Second Unit, Condominium Conversion, and Density Bonus Programs for a discussion of these zoning provisions.

*Five Year Program Goals:* Continue to monitor the City's Zoning Ordinance to ensure standards do not excessively constrain affordable residential development.

**19. Second Units:** El Cajon allows second units to be constructed on any residentially zoned lot in the City which contains only one single-family dwelling. Second units are to be constructed in conformance with the standards in the zone the unit is built.

Second units provide additional low cost housing opportunities to El Cajon's residents, particularly for seniors and students. The City has been effective in implementing its ordinance and has received 43 applications, since adoption of the ordinance in 1984.

*Five Year Program Goals:* The City's goal will be to achieve 25 second units during the five year planning period. In order to further encourage the creation of second units, the City will initiate a process to inform homeowners and developers of the opportunity to add second units.

**20. Condominium Conversions:** In February 1992, El Cajon amended its condominium conversion ordinance to make it easier to convert existing apartments to condominiums. The purpose of the ordinance is to allow existing apartments to convert into condo ownership, while providing rights to existing tenants.

The conversion process requires that a minimum of 60 days notice is provided to all tenants prior to the filing of a tentative map. Each of the tenants will have the right of first purchase of their respective units. Tenants will be paid the equivalent of one month's rent as relocation assistance.

*Five Year Goals:* The Housing Element sets forth several programs to promote first time home ownership opportunities. These include shared equity, HOPE and HOME funds, and redevelopment set-aside. The City will combine these programs with condo conversions as a mechanism to provide affordable home ownership opportunities.

**21. Development Fees:** Various fees and assessments are charged by the City of El Cajon to cover the costs of processing permits and to provide services and facilities to the project. While almost all these fees are assessed on a pro rata share system, they often contribute to the cost of housing and constrain the development of lower priced units. Reducing City fees can lower residential construction costs and, ultimately, sales and rental prices.

El Cajon's development fees are generally lower than jurisdictions in the San Diego region. Despite the City's minimal development fees, these fees still contribute to the cost of housing. In its effort to assist the development of affordable housing, El Cajon will grant a partial fee waiver on a project merit basis.

*Five Year Program Goals:* Monitor all residential fees to assess their impact on housing costs and offer reduced fees for the provision of affordable housing. The goal of this program will be to draft a modified fee schedule by mid-1993 with reduced fees for affordable housing.

**22. Expedited Project Review:** A community's evaluation and review process for housing projects contributes to the cost of housing because holding costs incurred by developers are ultimately reflected in the unit's selling price. To minimize holding costs, El Cajon will prioritize the review of affordable housing projects.

*Five Year Program Goals:* Develop a streamlined permit process for projects with an affordable housing component. The goal will be to have this process in place by 1993.

## **PROMOTE EQUAL HOUSING OPPORTUNITIES**

In order to make adequate provision for the housing needs of all economic segments of the community, the housing program must include actions that promote housing opportunities for all persons regardless of race, religion, sex, family size, marital status, ancestry, national origin, color, age, or physical disability.

**23. Fair Housing:** El Cajon contracts with the Heartland Human Relations Association to provide a wide range of housing services to community residents including serving as the area's fair housing resource. Between July 1989 and June 1990, this agency responded to 1,580 complaints from El Cajon residents involving fair housing, according to the Grantee Performance Report.

The following are services provided by Heartland Human Relations:

- Serve as a fair housing resource for the area, including implementation of an affirmative fair housing marketing plan, testing and complaint verification.
- Respond to all citizen complaints regarding violations of the fair housing laws.
- Provide tenant-landlord counseling to all inquiring citizens.
- Promote community awareness of tenant landlord rights and responsibilities.
- Monitor housing legislation and report on same to the City.
- Report monthly on complaint processing.
- Maintain a free rental listing service of affordable housing within the City of El Cajon.

*Five Year Program Goals:* El Cajon will actively advertise the Heartland Human Relations Association through brochures at the public counter, community service agencies, and public libraries. The information provided at these locations will describe the services offered through Heartland Human Relations.

**24. Housing Related Services:** The City contributes funds to a number of organizations to provide temporary shelter services and employment opportunities



to individuals in El Cajon. The Crisis House, Challenge Center, Alpha Project, and Volunteers of America are the primary organizations that offer housing related services.

**Homeless Prevention and Intervention Services:** El Cajon contributes CDBG monies to support the Crisis House which provides services to families and individuals at risk of becoming homeless due to emergency circumstances. The Crisis House is located in the center city area of El Cajon, and offers the following services: housing counseling and provision of temporary shelter; emergency food and transportation; and job search assistance.

**Job Training for Disabled:** The City has contributed CDBG monies to support the efforts of the Challenge Center to provide job training and rehabilitation for physically disabled persons. The Challenge Center assists the disabled to learn job skills to become "employable" members of society.

**Homeless Work Program:** The Alpha Project for the Homeless in El Cajon serves as a job training and referral center for homeless in East County San Diego. The Alpha Project assists homeless to both locate employment and, as necessary, receive job training through the Regional Opportunity (ROP) and Job Training (JTP) Programs, and to a lesser degree direct employment with the Alpha Project. Motel vouchers are also offered in emergency situations to the extent funding permits. The Alpha Project also assists homeless in locating low income housing in the community.

**Emergency Shelter:** Volunteers of America operates the 19-bed East County Emergency Shelter located in El Cajon, currently the only emergency shelter in the East County region. The East County shelter provides emergency overnight accommodations on an overnight basis (3 to 7 days) to needy individuals and families. When this shelter is full, homeless individuals are referred to St. Vincent De Paul in downtown San Diego.

*Five Year Program Goals:* Continue to support social service programs to provide housing-related services to El Cajon residents.

**TABLE 27**  
**HOUSING PROGRAM SUMMARY**

HOUSING PROGRAM	PROGRAM OBJECTIVE	5-YEAR GOAL (# UNITS) TO BE ASSISTED	FUNDING SOURCE	RESPONSIBLE AGENCY	TIME FRAME
<b>CONSERVING &amp; IMPROVING EXISTING AFFORDABLE HOUSING</b>					
1. Housing Rehabilitation Programs	Provide rehabilitation assistance to lower income owner- and renter- occupied households to facilitate unit upgrading.	Distribute program information to achieve rehabilitation of 150 renter and 150 owner households.	CDBG	Planning Department; County Housing Authority	Program ongoing. Distribute brochure material by 1993.
2. Mobilehome Park Program	Preserve suitable mobilehome parks. Ensure mobile home park tenants receive adequate notice and compensation related to park closures.	Adopt a Mobilehome Overlay Zone to preserve affordable housing opportunities in El Cajon. Meet with park tenants to provide information regarding the availability of housing assistance programs.	Department Budget	Planning Department	Adopt a Mobilehome Overlay Zone by the end of 1992. Initiate upon pending mobile home park conversion.
3. Relocation and Replacement Housing Program	Ensure low and moderate income tenants displaced as a result of redevelopment activities are provided adequate replacement housing.	Require preparation of Relocation and Replacement Housing Plans, and provide replacement housing as necessary.	Redevelopment Set-Aside	Redevelopment Agency	Prepare Replacement Housing Plan at least 30 days prior to adoption of disposition on OPA. Provide replacement units within four years.
4. Section 8 Assistance Payment/ Housing Vouchers	Extend rental subsidies to lower income families and elderly. Encourage listing of rental units with County Housing Authority.	Continued subsidy of 1,186 households. Pursue additional funding sources to expand Section 8 assistance.	HUD-Section 8 Cert. and Housing Vouchers; Potential Redevelopment Set-Aside.	Planning Department; County Housing Authority	Program ongoing.

**TABLE 27**  
**HOUSING PROGRAM SUMMARY**  
(Continued)

HOUSING PROGRAM	PROGRAM OBJECTIVE	5-YEAR GOAL (# UNITS) TO BE ASSISTED	FUNDING SOURCE	RESPONSIBLE AGENCY	TIME FRAME
5. Home Sharing	Assist seniors in locating roommates to share existing housing.	Assist in program outreach to achieve 35 senior matches annually.	CDBG	Planning Department; East County Council on Aging	Program ongoing. Distribute brochure material by 1993.
6. Mobilehome Rental Assistance Program	Extend rental subsidies to low income and senior mobilehome occupants.	Provide rental assistance to 20 households annually.	County General Fund.	Planning Department; County Housing Authority	Program ongoing.
7. Conservation of Existing and Future Affordable Units	Provide for the continued affordability of the City's lower income housing stock.	Retain or replace the 345 units at risk of conversion to market rate.	ELIHPA; LIHPRHA; other funds as necessary.	Planning Department	July 1996.
<b>PROVISION OF ADEQUATE HOUSING SITES</b>					
8. Land Use Element	Provide a range of residential development opportunities through appropriate land use designations.	Accommodate the City's share of regional housing needs, identified as 2,055 dwelling units. Utilize incentives, including R-4 zoning, regulatory concessions, density bonus, and redevelopment assistance to facilitate higher density development in target areas.	Department Budget; Redevelopment Set-Aside	Planning Department; Redevelopment Agency	Housing Element time frame: 1991-1996.
9. Downtown Specific Plan	Promote the inclusion of high density residential in the downtown.	Adopt the Downtown Specific Plan. Provide incentives to encourage housing development.	City General Fund.	Planning Department	Adopt by 1992.



**TABLE 27**  
**HOUSING PROGRAM SUMMARY**  
(Continued)

HOUSING PROGRAM	PROGRAM OBJECTIVE	5-YEAR GOAL (# UNITS) TO BE ASSISTED	FUNDING SOURCE	RESPONSIBLE AGENCY	TIME FRAME
10. Facilitate Development of Higher Density Housing at Target Housing Sites	Encourage the development of infill housing at the upper end of the density range in areas identified as target housing opportunity areas.	Research approaches to achieving higher densities, and provide information to developer applicants.	Department Budget	Planning Department	By end of 1992.
11. Sites for Homeless Shelters/ Transitional Housing	Provide sites for the development of housing for the homeless.	Continue to allow shelters and transitional housing by CUP in commercial and multi-family residential zones.	None necessary	Planning Department	Program ongoing
<b>C. ASSIST IN DEVELOPMENT OF AFFORDABLE HOUSING</b>					
12. Density Bonus Program	Encourage development of housing for seniors and low income households through provision of density bonus/other equivalent incentives.	Adopt density bonus provisions into the City's zoning ordinance. Incorporate current density and regulatory incentives for the development of senior and handicapped housing in the density bonus ordinance.	Department budget as necessary.	Planning Department	Revise zoning ordinance and develop informational materials by 1993.
13. Shared Equity/ Downpayment Assistance	Expand homeownership opportunities through creation of equity partnerships.	Assist 50 first-time homebuyers through shared equity and other programs (See Programs numbered 14, 15, 16, 17, 20).	Department Budget; Future Redevelopment Set-Aside and other available funds.	Planning Department; Redevelopment Agency	July 1996.

**TABLE 27**  
**HOUSING PROGRAM SUMMARY**  
(Continued)

HOUSING PROGRAM	PROGRAM OBJECTIVE	5-YEAR GOAL (# UNITS) TO BE ASSISTED	FUNDING SOURCE	RESPONSIBLE AGENCY	TIME FRAME
14. Multi-Family Revenue Bond Program	Increase supply of rental housing affordable to low income households.	Encourage developers to take advantage of affordable housing bond financing, and facilitate coordination among developers in bond issuance.	Revenue Bonds; Department Budget	Planning Department; County Housing Authority	Begin outreach efforts by 1993.
15. Non-Profit Housing Development Corporation	Provide expanded affordable housing opportunities in El Cajon.	Solicit the participation of non-profit housing developers in City-sponsored housing projects.	Department Budget	Planning Department; Redevelopment Agency	Program
16. Land Assemblage and Write-Down	Write-down the cost of land for the development of low and moderate income housing.	Provide land write-down assistance to provide 100 units of very low income senior housing, and strive to assist additional projects in "housing opportunity areas".	Redevelopment Set-Aside	Planning Department; Redevelopment Agency	100 units by 1993.
17. Pursue Affordable Funding Housing Sources	Achieve full implementation of Housing Element Programs.	The City will pursue federal funding sources and evaluate State funding sources. Advertise funding availability to development community.	Department Budget	Planning Department	Begin research and outreach by end of 1992.
<b>REMOVAL OF GOVERNMENTAL CONSTRAINTS</b>					
18. Zoning Ordinance	Ensure City standards are not excessive and do not unnecessarily constrain affordable housing.	Revise zoning ordinance to incorporate State density bonus provisions, and provisions for homeless facilities.	Department Budget	Planning Department	By end of 1992.

**TABLE 27**  
**HOUSING PROGRAM SUMMARY**  
(Continued)

HOUSING PROGRAM	PROGRAM OBJECTIVE	5-YEAR GOAL (# UNITS) TO BE ASSISTED	FUNDING SOURCE	RESPONSIBLE AGENCY	TIME FRAME
19. Second Units	Provide additional low cost housing opportunities in El Cajon	Initiate a process to inform homeowners and developers of the opportunity to add second units. Achieve 25 second units.	Department Budget	Planning Department	Begin outreach by the end of 1992.
20. Condominium Conversions	Provide affordable home ownership opportunities.	Assist existing tenants to become first-time homebuyers.	Department Budget	Planning Department	Program ongoing.
21. Development Fees	Provide flexibility in development fees to facilitate affordable housing.	Offer reduced fees for provision of affordable housing.	Department Budget	Planning Department	Draft modified fee schedule by mid-1993 which provides reduced fees for affordable housing.
22. Expedited Project Review	Minimize project holding costs on affordable housing developments.	Establish priority review processing for affordable housing projects.	None necessary	Planning Department	Implement process by mid-1993.
<b>EQUAL HOUSING OPPORTUNITY</b>					
23. Fair Housing	Affirm a positive action posture which will assure unrestricted access to housing.	Continue to support Heartland Human Relations to provide fair housing services and assist in program outreach.	CDBG	Planning Department; Heartland Human Relations	Program ongoing.
24. Housing Related Services	Support organizations that provide housing-related services and employment opportunities to El Cajon's residents	Continue to support social service agencies.	CDBG	Planning Department; Social Service Organizations	Program ongoing.



## SUMMARY OF FIVE YEAR GOALS

HOUSING GOAL	INCOME CATEGORY				
	TOTAL	Very Low	Low	Mod	Upper
Housing Construction (Regional Housing Need)	2,055	473	349	432	801
Housing Rehabilitation	300	105	105	90	
Housing Conservation (Section 8, Mobilehome Park Rental Assistance, At-Risk HUD projects)	1,568	1,377	191		









## VII. GLOSSARY

The following set of terms are used in the Housing Element and can be defined as noted. Certain terms are also defined within individual elements.

**Annexation** - The incorporation of a land area into an existing community with a resulting change in the boundaries of that community.

**Application For Development** - The application form(s) and all accompanying documents and exhibits required of an applicant by an approving authority for development review by governmental agency(s).

**BIA - Building Industry Association**

**CDBG - Community Development Block Grant**

**CHAS - Comprehensive Housing Affordability Strategy**

**Compatibility** - The characteristics of different uses or activities that permit them to be located near each other in harmony and without conflict. The designation of permitted and conditionally permitted uses in zoning districts are intended to achieve compatibility within the district. Some elements affecting compatibility include: intensity of occupancy as measured by dwelling units per acre; pedestrian or vehicular traffic generated; volume of goods handled; and such environmental effects as noise, vibration, glare, air pollution, or radiation. On the other hand, many aspects of compatibility are based on personal preference and are much harder to measure quantitatively, at least for regulatory purposes.

**Condominium** - A building, or group of buildings, in which units are owned individually, and the structure, common areas and facilities are owned by all the owners on a proportional, undivided basis.

**Congregate Care Housing** - Generally defined as age-segregated housing built specifically for the elderly which provides services to its residents, the minimum of which is usually an on-site meal program, but which may also include house-keeping, social activities, counseling, and transportation. There is generally a minimum health requirement for acceptance into a congregate facility as most do not offer supportive health care services, thus differing from a nursing home. Residents usually have their own bedrooms and share common areas such as living rooms, dining rooms, and kitchens; bathrooms may or may not be shared.

**Cooperative** - A group of dwellings or an apartment building that is jointly owned by the residents, the common ownership including the open space and all other parts of the property. The purchase of stock entitles the buyer to sole occupancy, but not the individual ownership of a specified unit.

**Council of Governments (COG)** - A regional planning and review authority whose membership includes representation from all communities in the designated region. The Southern California Association of Governments (SCAG), the San Diego Association of Governments (SANDAG) and the San Bernardino Association of Governments (SANBAG) are examples of COGs in Southern California.

**Coverage** - The proportion of the area of the footprint of a building to the area of the lot on which it stands.

**Density** - The number of families, individuals, dwelling units or housing structures per unit of land; usually density is expressed "per acre." Thus, the density of a development of 100 units occupying 20 acres is 5.0 units per acre.

**Development** - The division of a parcel of land into two or more parcels; the construction, reconstruction, conversion, structural alteration, relocation or enlargement of any structure; any mining, excavation, landfill or land disturbance, and any use or extension of the use of land.

**Development Fees** - A fee or charge imposed on developers to pay for the costs to the community of providing services to a new development.

**Development Plan** - A plan, to scale, showing uses and structures proposed for a parcel or multiple parcels of land. It includes lot lines, streets, building sites, public open space, buildings, major landscape features and locations of proposed utility services.

**Dwelling** - A structure or portion of a structure used exclusively for human habitation.

**Dwelling, Multifamily** - A building containing two or more dwelling units, generally rented individually for the use of individual families maintaining households; an apartment building is an example of this dwelling unit type.

**Dwelling, Single Family Attached** - A one family dwelling attached to one or more other one family dwellings by a common vertical wall; condominiums and townhomes are examples of this dwelling unit type.

**Dwelling, Single Family Detached** - A dwelling which is designed for and occupied by not more than one family and surrounded by open space or yards and which is not attached to any other dwelling by any means.

**Dwelling Unit** - One or more rooms, designed, occupied or intended for occupancy as separate living quarters, with cooking, sleeping and sanitary facilities provided within the unit for the exclusive use of a single family maintaining a household.



**Element** - A division of the General Plan referring to a topic area for which goals, policies, and programs are defined (e.g., land use, housing, circulation).

**ELIHPA** - Emergency Low-Income Housing Preservation Act.

**Family** - A family consists of a householder and one or more other persons living in the same household who are related to the householder by birth, marriage, or adoption.

**FHA** - Federal Housing Administration

**Floor Area Ratio (FAR)** -The gross floor area of all buildings on a lot divided by the lot area; usually expressed as a numerical value (e.g., a building having 5,000 square feet of gross floor area located on a lot of 10,000 square feet in area has a floor area ratio of .5:1).

**FmHA** - Farmers Home Administration

**General Plan** - A legal document which takes the form of a map and accompanying text adopted by the local legislative body. The plan is a compendium of policies regarding the long-term development of a jurisdiction. The state requires the preparation of seven elements or divisions as part of the plan: land use, housing, circulation, conservation, open space, noise, and safety. Additional elements pertaining to the unique needs of an agency are permitted.

**Goal** - The ultimate purpose of an effort stated in a way that is general in nature and immeasurable; a broad statement of intended direction and purpose (e.g., "Provide a balance of land use types within the city").

**HCD** - State Department of Housing and Community Development

**HDC** - Non-profit Housing Development Corporation

**HMDA** - Home Mortgage Disclosure Act

**HOME** - Home Investment Partnership Act

**HOPE** - Homeownership for People Everywhere

**Household** - According to the Census, a household is all persons living in a dwelling unit whether or not they are related. Both a single person living in an apartment and a family living in a house are considered households.

**Household Income** - The total income of all the people living in a household. Households are usually described as very low income, low income, moderate

income, and upper income for that household size, based on their position relative to the regional median income.

**Housing Affordability** - Based on State and Federal standards, housing is affordable when the housing costs are no more than 30 percent of household income.

**Housing Stock** - The compilation of all a jurisdictions housing units.

**Housing Unit** - A room or group of rooms used by one or more individuals living separately from others in the structure, with direct access to the outside or to a public hall and containing separate toilet and kitchen facilities.

**HUD** - Department of Housing and Urban Development

**Human Services** - The programs which are provided by the local, state, or federal government to meet the health, welfare, recreational, cultural, educational, and other special needs of its residents.

**Income Categories** - Four categories for classifying households according to income based on the median income for each County. The categories are as follows: Very Low (0-50% of County median); Low (50-80% of County median); Moderate (80-120% of County median); and Upper (over 120% of County median).

**Infill Development** - The development of new housing or other buildings on scattered vacant sites in a built up area.

**Infrastructure** - The physical systems and services which support development and population, such as roadways, railroads, water, sewer, natural gas, electrical generation and transmission, telephone, cable television, storm drainage, and others.

**Intensity** - A measure of the amount or level of development often expressed as the ratio of building floor area to lot area (floor area ratio) for commercial, business, and industrial development, or units per acre of land for residential development (also called "density").

**Issue** - A problem, constraint, or opportunity requiring community action.

**Jobs/Housing Balance; Jobs/Housing Ratio** - The jobs/housing ratio divides the number of jobs in an area by the number of employed residents. A ratio of 1.0 indicates a balance. A ratio greater than 1.0 indicates a net in-commute; less than 1.0 indicates a net out-commute.

**Land Use Plan** - A plan showing the existing and proposed location, extent and intensity of development of land to be used in the future for varying types of

residential, commercial, industrial, agricultural, recreational and other public and private purposes or combination of purposes.

**Large Family** - A family comprised of five or more persons.

**LIHPRHA** - Low Income Housing Preservation and Resident Homeownership Act.

**MAAC** - Mexican American Anti-Poverty Advisory Committee.

**Median Income** - The annual income for each household size which is defined annually by the Federal Department of Housing and Urban Development. Half of the households in the region have incomes above the median and half are below.

**Mobile Home** - A structure, transportable in one or more sections, which is at least 8 feet in width and 32 feet in length, which is built on a permanent chassis and designed to be used as a dwelling unit, with or without a permanent foundation when connected to the required utilities.

**NOFA** - Notice of Funding Availability

**OPA** - Owner Participation Agreement

**Overcrowding** - As defined by the Census, a household with greater than 1.01 persons per room, excluding bathrooms, kitchens, hallways, and porches.

**Parcel** - A lot or tract of land.

**Policy** - Statements guiding action and implying clear commitment found within each element of the general plan (e.g., "Provide incentives to assist in the development of affordable housing").

**Program** - A coordinated set of specific measures and actions (e.g., zoning, subdivision procedures, and capital expenditures) the local government intends to use in carrying out the policies of the general plan.

**PUD** - Planned Unit Development

**Redevelopment** - Redevelopment, under the California Community Redevelopment Law, is a process with the authority, scope, and financing mechanisms necessary to provide stimulus to reverse current negative business trends, remedy blight, provide job development incentives, and create a new image for a community. It provides for the planning, development, redesign, clearance, reconstruction, or rehabilitation, or any combination of these, and the provision of public and private improvements as may be appropriate or necessary in the interest of



the general welfare. In a more general sense, redevelopment is a process in which existing development and use of land is replaced with newer development and/or use.

**Rehabilitation** - The upgrading of a building previously in a dilapidated or substandard condition, for human habitation or use.

**Restoration** - The replication or reconstruction of a building's original architectural features, usually describing the technique of preserving historic buildings.

**RHNS** - Regional Housing Needs Statement

**Right-of-Way** - A strip of land acquired by reservation, dedication, prescription or condemnation and intended to be occupied or occupied by a road, crosswalk, railroad, electric transmission lines, oil or gas pipeline, water line, sanitary or storm sewer, or other similar uses.

**SANDAG** - San Diego Association of Government.

**Second Unit** - An attached or detached residential unit on the same parcel or parcels as the primary unit which provides complete, independent living facilities for one or more persons.

**Separate Living Quarters** - A housing unit where the occupants live and eat separately from any other persons in the building and which have direct access from outside of the building through a common wall.

**Site Plan** - The development plan for one or more lots on which is shown the existing and proposed conditions of the lot including: topography, vegetation, drainage, floodplains, marshes and waterways; open spaces, walkways, means of ingress and egress, utility services, landscaping, structures and signs, lighting, and screening devices; any other information that reasonably may be required in order that an informed decision can be made by the approving authority.

**Solar Access** - A property owner's right to have the sunlight shine on his/her land.

**Special Needs Groups** - Those segments of the population which have a more difficult time finding decent affordable housing due to special circumstances. Under State planning law, these special needs groups consist of the elderly, handicapped, large families, female-headed households, farmworkers and the homeless.

**Specific Plan (SP)** - Under Article 8 of the Government Code, a legal tool for detailed design and implementation of a defined portion of the area covered by a General Plan. A Specific Plan may include all detailed regulations, conditions,

programs, and/or proposed legislation that may be necessary or convenient for the systematic implementation of any General Plan element(s).

**Subdivision** - The division of a lot, tract or parcel of land that is the subject of an application for subdivision.

**Survey** - The process of precisely ascertaining the area, dimensions and location of a piece of land.

**TPM** - Tentative Parcel Map

**TSM** - Tentative Subdivision Map

**Units At-Risk of Conversion** - Housing units that are currently restricted to low-income housing use and will become unrestricted and possibly be lost as low-income housing.

**VA** - Veterans Administration

**Zoning** - A police power measure, enacted primarily by units of local government, in which the community is divided into districts or zones within which permitted and special uses are established as are regulations governing lot size, building bulk, placement, and other development standards. Requirements vary from district to district, but they must be uniform within the same district. The zoning ordinance consists of a map and text.

**Zoning District** - A geographical area of a city zoned with uniform regulations and requirements.

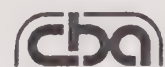
**Zoning Map** - The officially adopted zoning map of the city specifying the uses permitted within certain geographic areas of the city.





*Appendix*

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## EL CAJON CITY COUNCIL STUDY SESSION

May 20, 1992

### Comprehensive Housing Affordability Strategy (CHAS) and Housing Element

- A. Introduction/Purpose of Study Session (5 minutes)
  - Introduce CBA
  - General Description of CHAS and Housing Element
- B. Comprehensive Housing Affordability Strategy (CHAS) (15 - 20 minutes)
  - Background and Process
  - Major CHAS Components
  - Review of CHAS, Strategies for El Cajon
- C. Housing Element (30 - 45 minutes)
  - Evolution of Housing Element Review Process
  - Implications of Non-approval by State
  - Element Review Schedule
  - Regional Housing Needs/Site Inventory
  - Options





# *Evolution of HCD Role in Housing Element Review Process*

**1977**

Housing Element "guidelines" established

**1980**

Housing Element Law established.  
HCD required to provide "advisory" comments on Draft Elements

**1989**

HCD approval of Housing Element linked with State funding

**1990**

Cities required to adopt findings if HCD comments not acceptable.  
HCD required to review adopted housing elements

**1991**

Annual reporting to HCD on progress in implementing Housing Element

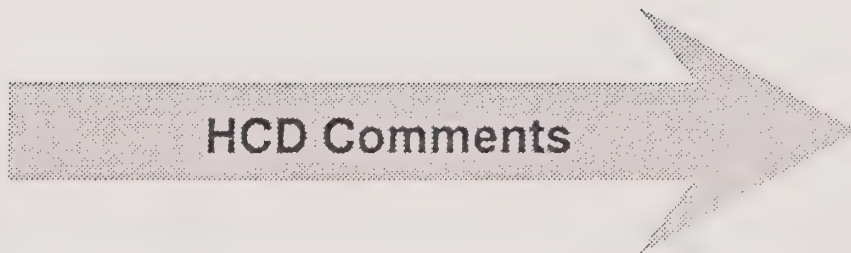
**1992**

Proposed tie-in of redevelopment activities with HCD approval of housing element

Advisory

HCD Comments

Obligatory







## *El Cajon Housing Element Options*

#1 Adopt Housing Element which meets state HCD guidelines and expectations

*or*

#2 Adopt Housing Element which substantially meets requirements of state housing element law.  
Adopt findings describing why city believes its Element is in substantial legal compliance



*Implications of HCD  
Not Approving Housing Element*

- Entire General Plan Subject to Legal Challenge
- Redevelopment Activities Jeopardized
- Lower Priority for State Funding





# *El Cajon Housing Element Review Schedule*

MILESTONE	TARGET SCHEDULE
Draft Housing Element Submitted to HCD	June 15
↓ <i>45 Day Review</i> ↓	
HCD comments on Draft Element	July 30
Revised Draft Element	Aug 14
Planning Commission Public Hearing	Aug 24
City Council Public Hearing/Adoption	Sept 1
Adopted Housing Element Submitted to HCD	Sept 2
↓ <i>120 Day Review</i> ↓	
HCD determination of Housing Element Compliance with law	December 31



*El Cajon's Share of Regional Housing  
Growth Needs  
7/1991-7/1996*

INCOME CATEGORY	HOUSING UNITS
Very Low (<50% Regional Income)	473 (23%)
Low (50-80% Regional Income)	349 (17%)
Moderate (80-120% Regional Income)	432 (21%)
Upper (>120% Regional Income)	801 (39%)
TOTAL	2,055 (100%)

# University of California, Berkeley

## Department of Mathematics

### Mathematics 101

Section 1	Section 2	Section 3	Section 4	Section 5
101-101-001	101-101-002	101-101-003	101-101-004	101-101-005
101-101-006	101-101-007	101-101-008	101-101-009	101-101-010
101-101-011	101-101-012	101-101-013	101-101-014	101-101-015
101-101-016	101-101-017	101-101-018	101-101-019	101-101-020
101-101-021	101-101-022	101-101-023	101-101-024	101-101-025
101-101-026	101-101-027	101-101-028	101-101-029	101-101-030
101-101-031	101-101-032	101-101-033	101-101-034	101-101-035
101-101-036	101-101-037	101-101-038	101-101-039	101-101-040
101-101-041	101-101-042	101-101-043	101-101-044	101-101-045
101-101-046	101-101-047	101-101-048	101-101-049	101-101-050
101-101-051	101-101-052	101-101-053	101-101-054	101-101-055
101-101-056	101-101-057	101-101-058	101-101-059	101-101-060
101-101-061	101-101-062	101-101-063	101-101-064	101-101-065
101-101-066	101-101-067	101-101-068	101-101-069	101-101-070
101-101-071	101-101-072	101-101-073	101-101-074	101-101-075
101-101-076	101-101-077	101-101-078	101-101-079	101-101-080
101-101-081	101-101-082	101-101-083	101-101-084	101-101-085
101-101-086	101-101-087	101-101-088	101-101-089	101-101-090
101-101-091	101-101-092	101-101-093	101-101-094	101-101-095
101-101-096	101-101-097	101-101-098	101-101-099	101-101-100



## *Ability to Meet El Cajon's Share of Regional Housing Need*

Zone	Density	Housing Unit Capacity		
		Vacant	Under-utilized	Total
<b>UPPER INCOME</b> R-E-40 R-E-20 R-S-14 R-S-9 R-1-6 R-2-R	1 du/ac 2 du/ac 3 du/ac 4.8 du/ac 7 du/ac 7 du/ac	1,339		1,339 (801 need)
<b>MODERATE INCOME</b> R-2 R-3-R	10 du/ac 17 du/ac	21 186	29	215 (432 need)
<b>LOW INCOME</b> R-3 R-P	20 du/ac 20 du/ac	284 238	120 48	690 (349 need)
<b>VERY LOW INCOME</b> R-4 R-5 Senior Housing	29 du/ac no max 50 du/ac	74 - 100	3	177 (473 need)

**CONCLUSION: Shortfall of 296 Very Low  
Income Housing Units**

# Ability to Meet El Cajon's Share of Regional Housing Need

Zone	Density	Vacant	Under- utilized	Total	Housing Unit Capacity
<b>VERY LOW INCOME</b> R-4 R-5 Senior Housing	20 du/ac no max 20 du/ac	74 - 100	3	77 (473 need)	
<b>LOW INCOME</b> R-6 R-7	20 du/ac 20 du/ac	238 204	48 120	690 (342 need)	
<b>MEDIUM INCOME</b> R-8 R-9	17 du/ac 10 du/ac	136 21	29	215 (432 need)	
<b>HIGH INCOME</b> R-10 R-11 R-12 R-13 R-14 R-15 R-16 R-17 R-18	7 du/ac 7 du/ac 4.8 du/ac 3 du/ac 2 du/ac 1 du/ac	1,839		1,339 (801 need)	

**CONCLUSION: Shortfall of 296 Very Low  
Income Housing Units**



*Options for Addressing Shortfall  
in Very Low Income Units  
(296 Units)*

- Integration of high density residential (25+ du/ac) in downtown Specific Plan
- State mandated 25% density bonus on R-3 and R-P parcels
- Redesignation of sites for high density or subsidized development
  - *Transit Center Area (Main and Marshall)*
  - *Aero Drive-In*
  - *Eastern City/County Area (Main Street)*
- Inclusionary Zoning
- Second Residential Units

# Options for Addressing Shortfall in Very Low Income Units (296 Units)

- Integration of high density residential (25+ du/ac) in downtown Specific Plan
- State mandated 25% density bonus on R-3 and R-P parcels
- Redesignation of sites for high density or subsidized development
  - Transit Center Area (Main and Marshall)
  - Aero Drive-In
  - Eastern City/County Area (Main Street)
- Inclusionary Zoning
- Second Residential Units